

# Summative Evaluation of GPE's Country-level Support to Education

Batch 2, Country 4: The Gambia

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# Executive Summary

## Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

This study was conducted between March and June 2018 and covered GPE support from 2014 to 2018. It draws on document, database and literature review, as well as on consultations with a total of 79 governmental, multilateral, bilateral, academic, school-level, and non-governmental stakeholders in The Gambia and Washington DC.

## Education in The Gambia

The Gambia is a small, fragile and low-income country with a population of 1.99 million (UNESCO, 2015). In the recent past, The Gambia has faced socioeconomic and political challenges including drought, fluctuations in tourism due to regional Ebola fears, and political tensions in 2016. Combined with demographic pressure due to high fertility rates, these circumstances have left the country financially constrained.

Responsibility for the education sector is shared between the Ministry of Basic and Secondary

Education (MoBSE), in charge of basic and secondary education, and the Ministry of Higher Education, Research, Science and Technology (MoHERST) whose responsibilities include teacher pre-service training. In 2016, the school-aged population included 471,822 children of basic education school age (7-15) and 128,206 children of senior secondary school age in the Gambia.

Over the past decade, The Gambia has developed three comprehensive Education Sector Strategic Plans (ESSPs), each of which was accompanied by an Education Sector Medium Term Plan (ESMTP) covering three to four years. **This evaluation focuses on the ESSP 2014-2022, and the accompanying ESMTP 2014-2017.**

Key challenges in the education sector that the 2014-2022 ESSP aimed to address are (a) high numbers of out-of-school children (31.6 percent of 7-15 year-olds in 2010); (b) stagnant gross enrollment rates (GER); (c) low learning outcomes as indicated by national examinations; (d) below-target primary completion rates and student-textbook ratios; (e) low teaching quality; and (f) insufficient resource mobilization.

## GPE in The Gambia

The Gambia joined the Global Partnership for Education in 2003 and was among the first countries to receive a catalytic grant under the (then) Fast Track Initiative (FTI). Under the FTI, The Gambia received three catalytic grants of increasing size, the third one of almost US\$28 million. Since the transition of the FTI to GPE, The Gambia has received two education sector plan implementation grants (ESPIGs) of decreasing size and two education sector plan development grants (ESPDGs). GPE's grant

agent in The Gambia, the World Bank, has also received two program development grants (PDGs). The period covered by this evaluation coincides with the end of the US\$ 6.9 million ESPIG (2014-2017), which supported implementation of the 2014-2022 ESSP through the Results for Education Achievement and Development (READ) project.

## GPE contributions to sector planning

### *State of sector planning in The Gambia, 2014-2017*

The development of the ESSP 2014-2022 was government-led and based on extensive stakeholder and partner consultations, in a similar fashion to previous sector plans. The plan covered all educational sub-sectors under five pillars, two of which focused on higher education (Research and Development; Science, Technology and Innovation), while three were relevant to both basic and higher education (Access and Equity, Quality and Relevance, and Sector Management). Under each pillar, the ESSP outlined policy priorities and key deliverables. Gaps included the absence of measures for children with disabilities, and for strengthening ministerial capacities. Moreover, at the time of launch, estimated expected available domestic and international financing covered only 52 percent of expected total costs for ESSP implementation.

### *GPE contributions*

During the 2014-2018 period, **GPE funding requirements influenced the timing of ESSP development.** The process of compiling the 2014-2022 ESSP began in 2012, and thus within the period covered by the previous ESSP 2006-2015. However, GPE requires a country to have

in place a sector plan covering the whole period of the envisaged ESPIG, in this case 2018-2021. None of the consulted stakeholders were of the view that this requirement had led to an unnecessarily early revision of the existing ESSP.

**GPE provided resources for evidence-based and participatory planning** through an education plan development grant (ESPDG) of US\$250,000. These resources were used to strengthen the ESSP's evidence base through targeted studies, including one to understand reasons for school dropout, and to facilitate stakeholder consultations during the ESSP writing process.

**GPE/IIEP guidelines** for developing quality sector plans and for sector plan appraisal were applied by LEG members, Secretariat staff and the external ESP reviewer to ensure plan quality. However, some senior officials felt that GPE process-related guidelines lacked flexibility (see unintended effects below).

## GPE contributions to sector dialogue and monitoring

### *State of sector dialogue and monitoring in The Gambia*

Sector dialogue and (joint) sector monitoring in The Gambia revolve around three mechanisms: Coordinating Committee Meetings (CCMs) held at least once a year in each of the country's six regions, and which include school visits; higher-level, capital-based local education group (LEG) meetings to review and approve high-level documents; and bi-yearly joint donor reviews (JDRs) of overall sector progress. None of these mechanisms have changed significantly since 2014.

All consulted stakeholders described the CCMs, LEG and JDRs as comprehensive, relevant to decision-making, country-led, participatory,

inclusive (including civil society organizations, the teacher association and private as well as faith-based education providers besides development partners and the government), and mutually complementary. CCMs are perceived as the most significant, partly due to the significant time and resources that are invested in this mechanism. JDRs have informed some decisions that were relevant for ESSP implementation (such as the need to strengthen in-service teacher training instructors' content knowledge). However, JDRs did not systematically monitor activity or output targets for ESSP implementation but tended to focus on higher-level indicators.

### *GPE contributions*

During the review period GPE supported existing country-led mechanisms for sector dialogue and monitoring through:

- **Financial support** for CCMs through the ESPIG co-funded READ project;
- UNICEF as the GPE coordinating agency (CA) **chaired the LEG** and helped ensure that the group provided timely inputs to GPE grant approval processes and ESP development;
- Grant agent (World Bank), CA (UNICEF) and The Gambia Secretariat country lead regularly **attended** JDRs and (occasionally) CCMs. If required, they used these events for **advocacy** purposes, e.g., related to ensuring smooth READ project implementation. There has been no need for GPE to advocate for stronger inclusion of civil society or other groups.

Given the strong existing traditions and government leadership for inclusive and participatory sector dialogue and monitoring, there is no indication that GPE funding requirements or other types of support provided a significant incentive for creating or strengthening sector dialogue or monitoring in The Gambia.

## **GPE contributions to sector financing**

### *State of sector financing in The Gambia, 2014-2017*

Public education budgets in The Gambia have grown by seven percent in real terms in the period 2010-2015, faster than growth in the school-aged population. This budget remains allocated principally to primary education (75 percent) and, functionally, to salaries (70 percent, down from 80). Despite this growth, sectoral spending as a share of total public expenditures has fluctuated between 10 and 15 percent (below the 20 percent GPE target) and been on a slight downward trend before and during the review period.

Besides the government, households remain the largest funders of education, contributing roughly 60 percent of all sector funds in 2015. This share may yet decline given the abolition of school fees initiated in the 2013-2015 period. Donors, in turn, have on average provided US\$6m/year (excluding GPE/FTI contributions) to education since 2010, with an increasing trend in 2014-2016 due to increasing sector funding from the World Bank and Middle Eastern donors. During this period, donor funds have made up around 25% of overall education sector spending (10% when including household spending). The government coordinates donors through both general and sector-specific coordination units, which did not change significantly in 2014-2018.

### *GPE contributions*

Despite shrinking GPE grants relative to the FTI period, **GPE's 2014-2018 ESPIG helped to leverage additional funding** to support the implementation of the ESMTF in The Gambia.

For the 2014-2018 period, GPE provided a US\$6.9m ESPIG to The Gambia, which amounted to 16 percent of the total READ project budget of US\$43.3m and to 7.5 percent of the total estimated basic and secondary education cost of the ESMTTP.

Although GPE's financial contribution to READ and the ESMTTP was smaller than that of its main READ partners (IDA and the government), GPE's consultation and quality-assurance processes fostered the development of a high-quality and jointly owned READ project, which contributed to attracting significant IDA (US\$ 19.4 million) and government funding.

**Conversely, there is no evidence that GPE contributions have crowded out** domestic or international sector funding. If anything, GPE has 'crowded in' funding, as the contributions of IDA, GPE's grant agent, have risen since 2009 at the same time as GPE contributions have declined.

**GPE has also incrementally contributed to improving the quality of international financing** by (i) supporting the co-financed READ project, which ultimately brought together four partners: GPE, WB/IDA, the Government of The Gambia, and the Early Learning Partnership.; and by (ii) supporting MoBSE's donor coordination work by covering, through the READ project, some salaries and operating costs of its Project Coordination Unit. GPE's ESPIG itself was aligned with the sector plan and reflected in the government budget, although it was not aligned with governmental treasury, procurement, accounting, or audit procedures.

**There is no evidence that GPE has contributed to pushing The Gambia towards or above the 20 percent target** for domestic allocations to education. This is even though several GPE mechanisms to promote domestic spending on education were in effect. These include ESPIG funding requirements, advocacy through the Secretariat's country lead, global GPE events such as the GPE replenishment conference in Dakar and financial support via CSEF grants to

national civil society organizations to advocate for more and better education financing.

## GPE contributions to sector plan implementation

### *State of sector plan implementation in The Gambia, 2014-2017*

It is not possible to precisely assess the extent to which the full ESMTTP 2014-2017 has been implemented given that the government's sector monitoring focused on high-level indicators (on access, equity, relevance, quality, and sector management) rather than outputs. The cost and financing estimates for the ESMTTP 2014-2017 indicate that some envisaged initiatives did not receive dedicated budget allocations from the government or development partners, including those for Special Needs Education and gender equity-focused pupil scholarships.

Detailed output level information is available however for interventions under the READ project, which successfully supported implementation of a considerable part of the ESMTTP (see below).

### *GPE contributions*

**In total, the READ project co-funded by GPE funded almost 47 percent of the ESMTTP's projected basic and secondary education costs, and thereby significantly contributed to sector plan implementation. READ implementation contributed to progress towards at least 12 of the 28 main deliverables outlined in the ESSP 2014-2022.** By early 2018, the READ project had achieved or exceeded targets for 10 of its 14 thematic sub-components and partially achieved targets for the remaining four.

Exemplary achievements under the project's three thematic components include:

#### **Component 1: Increase access to basic education.**

- Construction of 40 primary level multi-grade schools in remote areas.
- Provision of 100 donkey carts to provide transportation to/from school for approximately 2,000 early grade students
- School grants to 77 public upper basic education (UBE) schools in four regions. The government financed grants to remaining 100 UBS and all public lower basic education (LBE) schools.

#### **Component 2: Improve quality of teaching and learning**

- Restructuring of the primary and higher teacher certificates in collaboration with The Gambia College
- Hardship allowances for 1800 LBE teachers in remote areas including special incentives for female teachers
- Development of a simple classroom observation for use by head teachers, cluster monitors and the Standards and Quality Assurance Directorate.
- Supported the creation of the Gambia Reads reading program, which introduces English and national languages in parallel.
- Conditional cash transfers to Koranic schools to serve segment of the population who opt for neither conventional nor madrassah education.

#### **Component 3: Technical and institutional support**

- Development of a Basic Education Sector communication strategy (not yet implemented at the time of the site visit).
- Support to MoBSE to enhance comparability of National Assessment Test results over different years.

Initially, READ had included **eight disbursement linked indicators (DLIs)** to incentivize achievement of results such as the timely transfer of annual school grants or the timely conduct of the annual school census. Use of these encountered challenges, however, resulting in a restructuring of the project and cancellation of five of the eight DLIs and reallocation of their funds. This was despite the fact that throughout the life of the project, its disbursement rate continuously remained ahead of schedule. Rather, it was caused by The Gambia's challenging macroeconomic environment (see following section).

### **Factors other than GPE contributions affecting change**

**Factors that positively influenced** change in the above described areas included (i) government commitment to furthering education; (ii) strong leadership, collaborative attitude and technical capacity of MoBSE and MoHERST; (iii) technical and financial support (especially for sector plan implementation) from other donors and organizations outside of their roles as GPE members.

**The main factor that negatively affected** change was the constrained macroeconomic environment in The Gambia. This led to the cancellation of the READ project's DLIs as the Ministry of Finance and Economic Affairs was unable to ensure transfer of funds from the central account to MoBSE. It also meant that ESSP areas such as on special education lacked resources to implement envisaged activities.

### **Unintended results of GPE support**

GPE processes for sector plan development – unintentionally led to making the process of reviewing and appraising the most recent ESSP

2016-2030 unnecessarily cumbersome in the eyes of several (local and international) stakeholders.

Based on GPE requirements, the LEG had not been able to contract their preferred choice of external ESP reviewer. This individual possessed strong knowledge of the Gambian education sector but was not willing to attend the mandatory GPE training for ESP reviewers. The then selected reviewer was perceived to lack contextual knowledge, resulting in inappropriate comments on the draft sector plan, which prolonged the process of its completion.

However, given strong MoBSE and MoHERST leadership for ESP development overall, this does not appear to have negatively affected national ownership of the final ESSP.

## System level change

### System level change

**During the 2014-2018 period, The Gambia reduced several barriers to education access, education quality and sector management.** Changes include:

- **Reduced average distance to schools** due to the construction of 300 schools since 2013;
- **Lower costs of education to families** and better school-level funding, through the abolition of school fees and the introduction of replacement, government-sponsored School Improvement Grants;
- **Alternative education options** for children who are out of school due to religious reasons through conditional cash transfers to Koranic schools;

- Establishment of 262 new **Early Childhood Development centers** in 2017;
- Increased **deployment of teachers to 'hardship' regions** through continued provision of hardship allowances;
- **More qualified teachers.** In 2016/2017, 88.1 percent of LBE teachers and 94.4 percent of UBE teachers were qualified, compared to 76 and 93 percent respectively in 2010.
- **Improved pupil (qualified) teacher ratios** at LBE and UBE levels (from 72:1 and 62:1 in 2010 to 41:1 and 24:1 in 2017), although LBE ratios have stagnated since 2016.
- Improved **pre-service teacher training** (see READ project above) and expanded **in-service training opportunities**;
- **Strengthened use of existing learning assessments** through creation of a dedicated assessment unit in MoBSE.

**A functioning EMIS had already been in place before the review period.** Statistical yearbooks and other sector data are publicly available on the MoBSE website. Some data gaps persist in the quantity and quality of data on students with disabilities and on post-secondary education.

**No significant progress was made with regard to meeting the educational needs of children with special needs.** Also, while envisaged for the review period, the basic education curriculum has not yet been revised, which poses a challenge to the government's aim of improving education quality.

### Likely links between sector plan implementation and system level change

**Sector plan implementation very likely contributed to noted system level changes.** All



of the improvements described above can be linked to specific initiatives put in place by MoBSE, with support from development partners, either under the 2006-2015 or the 2014-2022 ESSPs. There are no plausible explanations besides ESSP implementation to explain observed changes.

## Learning outcomes and equity

### *Changes in learning outcomes, equity and gender equality*

**During the review period, The Gambia achieved slight improvements in access, learning outcomes and equity, but significant challenges remain.**

**Learning outcomes**, as measured through international (EGRA) and national examinations, are improving but are still low overall.

**Gross Enrollment Rates (GER)** at the UBE level have been stagnating at around 67 percent but have increased in Early Childhood Development (from 36.5 percent in 2013 to 45.8 in 2016) and LBE (from 86 percent in 2011 to 104 in 2016).

The **Net Enrollment Rate (NER)** for primary education (LBE and UBE combined) has improved from 69 to 78 percent between 2008 and 2017, i.e. at a slightly higher rate than the GER.

**Lower Basic education completion rates** have slightly improved since 2011. Upper Basic Education rates for boys have deteriorated when compared to 2010 (from 63 percent to 58 percent), while those for girls have slightly improved (from 56 percent to 60 percent).

**Out-of-school rates have decreased modestly since 2010 but remain high** at approximately 30 percent. Most children in the out-of-school category have never been in school.

**Gender parity** has been achieved in access to all levels of education except higher education.

**Equity:** Access to public schools is relatively even across income levels at lower and upper basic levels, but access to pre-primary and post-primary education favors children from the wealthiest quintile and from urban areas. Access to Madrassahs is biased towards the poor. Discrepancies also exist based on ethnic groups.

### *Likely links to observed system level changes*

The noted slight increase in GER at early childhood and lower basic levels may have at least partly been influenced by the removal of barriers to education access, including through school construction and abolition of school fees.

**Other system-level changes observed during the review period are either too recent or not yet sufficiently wide in scope to have contributed to measurable effects on learning outcomes, gender equality or equity.** Thus, there is no strong evidence yet to link the slight improved but still low learning outcomes to changes in pupil/qualified teacher ratios or in progress made in updating teachers' professional knowledge through in-service training. The new early grade reading program has not been in place long enough to have affected change.

## Conclusions/ Overall observations

### *Emerging good practice*

Three approaches observed in The Gambia are noteworthy and of potential interest to other countries.

**Almost all Madrasa schools are government recognized** and teach the regular school curriculum in addition to religious instruction. Also, the government is creatively reaching out to Koranic schools to reach families that reject formal education on religious grounds.

**The CCMs constitute an example of ongoing 'grassroots' consultations** that allow MoBSE and MoHERST to be aware of day to day challenges faced by learners, teachers, and communities. On the downside, the CCMs are costly and may not be feasible in the same way in larger countries.

**There is a successful series of pilot initiatives** that were introduced by development partners, evaluated, scaled up and, partly or fully, handed over to the government (e.g. conditional cash transfers to Koranic schools, school grants).

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## *GPE contributions*

**GPE support has made positive contributions to sector planning, mutual accountability, sector financing and sector plan implementation in The Gambia.**

Overall, GPE non-financial support (through advocacy, guidance, technical assistance) has been comparatively less relevant in The Gambian context than GPE financial support through ESPDG and ESPIG funds. This is in part due to the pre-existing strong and consistent leadership, commitment to inclusive and participatory processes, and technical capabilities within MoBSE.

As the coordinating agency during the period under review, UNICEF supported effective sector dialogue through its facilitation and hosting of LEG meetings in close collaboration with MoBSE. The World Bank effectively fulfilled the role of GPE grant agent for the 2014-2017 ESPIG by overseeing implementation of the READ project.

In-country stakeholders valued the technical assistance provided by the Secretariat for draft sector plans and the development of the ESPIG-funded program. During READ implementation, the WB and the Secretariat demonstrated flexibility and understanding of the Gambian context.

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## *Perceived relevance of GPE support*

The Gambia was one of the first countries to obtain support from the Fast Track Initiative, and, during 2009-2013, received a substantial US\$27.9 million FTI grant, which provided an important boost to the education sector. Since 2014, GPE financial support, while highly appreciated, has been modest. At the same time, several national and international stakeholders perceive GPE processes as having become increasingly burdensome and as incongruent with (diminishing) grant amounts.

Some stakeholders critically noted that GPE country allocations do not take country performance into account. GPE funds to The Gambia have declined despite the country's continued strong performance in implementing ESPIG-funded programs and making progress in strengthening its education sector.

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## *System level change*

During 2014-2017, The Gambia made progress towards removing several barriers to equitable education access, education quality and sector management. Implementation of the 2014-2022 ESSP is the most likely factor having contributed to the noted improvements.

No or insufficient progress was made, however, in systematically identifying and addressing the needs of learners with special needs.

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### *Impact level change*

There is currently insufficient data available to draw conclusions on the assumed link between

system level changes achieved during the review period and impact-level changes in learning outcomes, equity and gender equality.

# Acronyms

BADEA	Arab Bank for Economic Development in Africa
CA	Coordinating Agency
CCM	Coordinating Committee Meetings
CEQ	Country Evaluation Question
CRS	Creditor Reporting System
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CSR	Country Status Report
DCP	Developing Country Partner
DLI	Disbursement Linked Indicator
ECD	Early Childhood Development
EFA	Education for All
EGMA	Early Grades Math Assessment
EGRA	Early Grades Reading Assessment
ELINL	Early Literacy in National Language
EMIS	Education Management Information System
ESMTP	Education Sector Medium Term Plan
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
ESR	Education Sector Review
ESSP	Education Sector Strategic Plan
FTI	Fast Track Initiative
GA	Grant Agent

<b>GABECE</b>	Gambia Basic Education Certificate Examination
<b>GATE</b>	Gambia Association of Teachers of English
<b>GDP</b>	Gross Domestic Product
<b>GER</b>	Gross Enrollment Rate
<b>GNI</b>	Gross National Income
<b>GPE</b>	Global Partnership for Education
<b>GRA</b>	Global and Regional Activities Program
<b>GTU</b>	Gambia Teachers Union
<b>HR</b>	Human Resource
<b>IBRD</b>	International Bank for Reconstruction and Development
<b>ICT</b>	Information Communication Technology
<b>IDA</b>	International Development Association
<b>IDB</b>	Islamic Development Bank
<b>IIEP</b>	International Institute for Educational Planning
<b>IMF</b>	International Monetary Fund
<b>INEE</b>	Inter-Agency Network for Education in Emergencies
<b>INSET</b>	In-Service Education and Training
<b>JDR</b>	Joint Donor Review
<b>JSR</b>	Joint Education Sector Review
<b>KQ</b>	Key Question
<b>LBE</b>	Lower Basic Education
<b>LBS</b>	Lower Basic School
<b>LEG</b>	Local Education Group
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoBSE</b>	Ministry of Basic and Secondary Education
<b>MoFEA</b>	Ministry of Finance and Economic Affairs
<b>MoHERST</b>	Ministry of Higher Education, Research, Science and Technology

NAT	National Assessment Test
NGO	Non-Governmental Organization
OECD	Organisation for Economic Cooperation and Development
OFID	OPEC Fund for International Development
OPEC	Organization of the Petroleum Exporting Countries
PDG	Program Development Grant
QAR	Quality Assurance Review
READ	Results for Education Achievement and Development
RED	Regional Education Directorate
SDG	Sustainable Development Goal
SIG	School Improvement Grant
SMC	School Management Committee
SSS	Senior Secondary School
ToC	Theory of change
TVET	Technical and Vocational Education and Training
UBE	Upper Basic Education
UBS	Upper Basic School
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
US\$	United States dollar
WASH	Water, Sanitation and Hygiene
WB	World Bank

# Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures. <sup>1</sup>
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2. <sup>2</sup>
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals e.g., resources, enabling environment) and capabilities (knowledge, skills). <sup>3</sup>
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. <sup>4</sup> Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curriculums, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system. <sup>5</sup>

<sup>1</sup> OECD, Glossary of Aid Effectiveness Terms. <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

<sup>2</sup> In The Gambia, primary grades 1 to 6 are referred to as "Lower Basic Education", while lower secondary grades 7-9 are referred to as "Upper Basic Education".

<sup>3</sup> Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

<sup>4</sup> Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

<sup>5</sup> World Bank. 2003. World Development Report 2004: Making Services Work for Poor People. Washington, DC: World Bank; New York: Oxford University Press.

<b>Equity</b>	In the context of education, equity refers to securing all children’s rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. <sup>6</sup>
<b>Financial additionality</b>	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
<b>Gender equality</b>	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. <sup>7</sup>
<b>Harmonization</b>	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors’ reporting processes and procedures, along with uncoordinated country analytic work and missions. <sup>8</sup>
<b>Inclusion</b>	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education. <sup>9</sup>

<sup>6</sup> Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3. Available at: [file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge\\_8wekyb3d8bbwe/TempState/Downloads/2010-04-GPE-Equity-and-Inclusion-Guide.pdf](file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2010-04-GPE-Equity-and-Inclusion-Guide.pdf)

<sup>7</sup> GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: <http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

<sup>8</sup> Adapted from OECD, Glossary of Aid Effectiveness Terms <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

<sup>9</sup> GPE 2010, p.3.



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## Disclaimer

A draft version of this report was shared with the Secretariat, an Independent Technical Review Panel, and the Local Education Group in The Gambia. The report was revised based on comments provided by the first two of these groups. Unfortunately, by the agreed-upon submission date for this final report, the evaluation team had not received any feedback from the LEG.



# 1 Introduction

## 1.1 Background and purpose of the summative evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.<sup>10</sup> GPE brings together developing countries, donor countries, international organization, civil society, teacher organizations, the private sector and foundations.

2. This evaluation is part of a larger GPE study that comprises a total of 22 summative and eight formative country level evaluations (CLE). The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact<sup>11</sup> at the country level. The objective of each summative CLE is to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.<sup>12</sup> See Box 1.1.

### Box 1.1. Scope of this summative evaluation

This summative country evaluation is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting developing country partners. It does not set out to evaluate the performance of the government of The Gambia, other in-country stakeholders, or of specific GPE grants.

Although this is not an evaluation of a specific grant, the review period for all summative evaluations is the period of the last GPE ESPIG grant, in this case, 2014-2018.

3. The primary intended users of the country level evaluations are members of the Global Partnership for Education, including Developing Country Partner (DCP) governments and members of local education groups (LEGs) in the sampled countries, and the Board. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

<sup>10</sup> Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems.

<sup>11</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to sector level changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While the country evaluations examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

<sup>12</sup> Assignment Inception Report (based on the evaluation TOR), p.1.

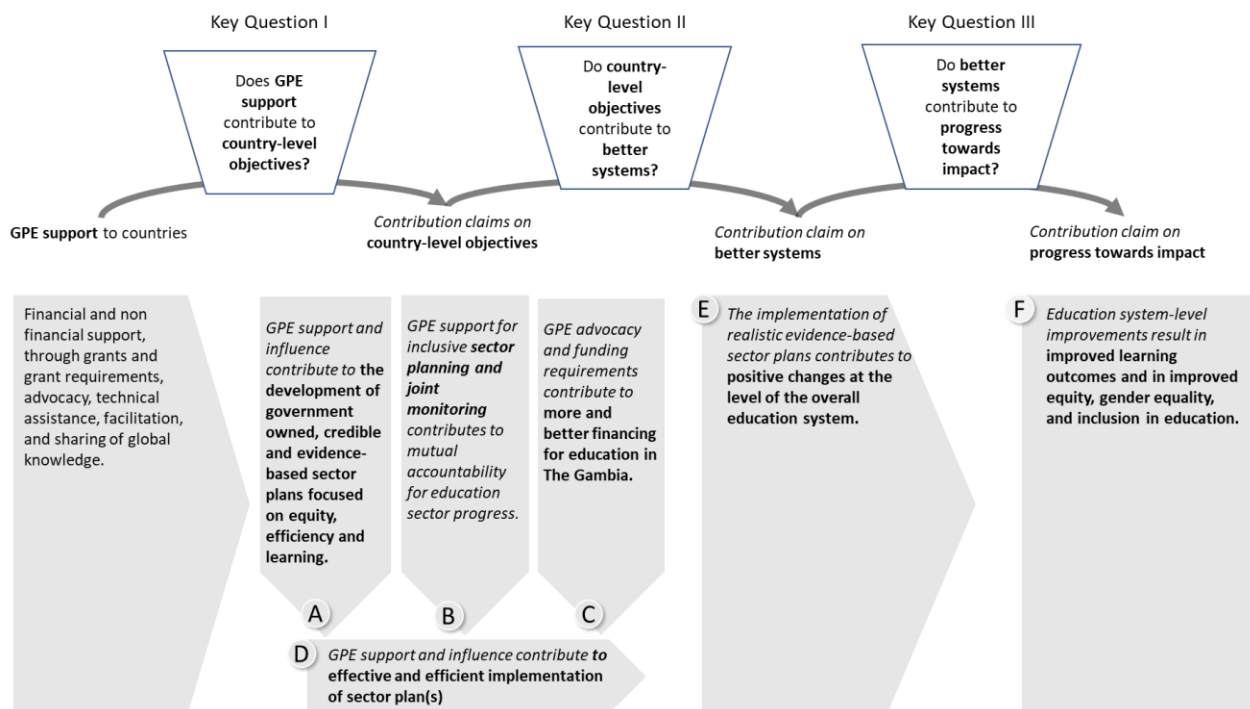
## 1.2 Methodology overview

4. The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change for The Gambia (Appendix II).<sup>13</sup> A brief summary of the country evaluation methodology is provided in Appendix III of this report. For further details, please refer to the Inception Report for the overall assignment (January 2018).

5. For The Gambia CLE, the evaluation team consulted a total of 79 stakeholders from the Ministry of Basic and Secondary Education (MoBSE), the Ministry of Higher Education, Research, Science and Technology (MoHERST), development partners, civil society and the Secretariat, and reviewed a wide range of relevant documents, databases, websites as well as selected literature (see Appendix V for a list of reviewed sources).

6. The report presents findings related to the three ‘Key Questions’ (KQs) from the evaluation matrix, which trace the contribution of GPE support to country-level objectives (KQ I); of country-level objectives to better systems (KQ II); and of better systems to progress towards impact (KQ III). The findings of this report are accordingly presented under three sections that each correspond to one of the KQs. In turn, each section is divided into sub-sections of findings that address the contribution claims under each KQ. The three KQs and the six contribution claims (A, B, C, D, E, F) are presented in Figure 1.1.

**Figure 1.1** The evaluation presents findings on key evaluation questions and contribution claims



<sup>13</sup> This country-specific ToC was adapted from the generic country-level ToC that was developed in the assignment Inception Report.



## 1.3 Structure of the report

7. Following this introduction, **Section 2** gives an overview of the national context of The Gambia, with a focus on the education sector (section 2.1), and on the history of the country's involvement with GPE support (section 2.2).
8. **Section 3** presents evaluation findings related to GPE's contributions to changes in country-level objectives, namely sector planning; mutual accountability through inclusive policy dialogue and sector monitoring; sector plan implementation; and sector financing.
9. **Section 4** discusses education system-level changes in The Gambia during the period under review 2014-2017<sup>14</sup> and likely links between these changes and progress made towards the country-level objectives.
10. **Section 5** presents an overview of the impact-level changes observable in The Gambia and possible links to the noted changes in the national education system.
11. **Section 6**, finally, presents overall conclusions of the evaluation.

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<sup>14</sup> As the period covered by the last completed GPE Education Sector Plan Implementation Grant (ESPIG).

## 2 Context

### 2.1 Overview of The Gambia

12. The Republic of The Gambia, a presidential republic, gained independence from Britain in 1965. The small state of 1.99 million inhabitants (UNESCO, 2015) is a fragile<sup>15</sup> and low-income country, with 48 percent of the population living below the poverty line. The gross national income (GNI) per capita is US\$488 (IMF, 2017) and human development indicators remain low, ranking The Gambia 173 out of 188 countries in the world on the human development index (UNDP, 2016).<sup>16</sup>

13. Over the past few years, The Gambia has faced significant socioeconomic and political challenges. Shocks including drought, the regional Ebola-related crisis<sup>17</sup> and political unrest in 2016<sup>18</sup> combined with demographic pressure due to high fertility rates have left the country financially constrained. The development challenges that The Gambia faces are related to its undiversified economy, small internal market, institutional capacity challenges, high population growth, lack of private sector job creation and high rates of out-migration. The combination of slow economic growth, limited employment prospects, political instability and food insecurity has driven a dramatic increase in emigration. Gambians are now Europe's second-largest diaspora as a share of the home-country population.<sup>19</sup> The current government, which came into office in 2017, seeks to tackle these challenges in the medium term, with the improvement of fiscal imbalances and the restoration of macroeconomic stability being the immediate focus, along with the new National Development Plan 2018-2021.<sup>20</sup>

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<sup>15</sup> GPE lists The Gambia as a 'fragile' country (2017 list), based on a World Bank classification. GPE. *Lists of Countries and Classification for the purpose of the results framework*. 2017

<sup>16</sup> Sources: 1. The World Bank (2017): The Gambia: Education Sector Public Expenditure Review. 2. GPE Secretariat Quality Assurance Review Phase 3 (Final Readiness Review) of ESPIG application 2018. 3. World Bank Gambia country overview. Available at: <http://www.worldbank.org/en/country/gambia/overview>

<sup>17</sup> No cases of Ebola were registered in The Gambia, but the crisis in Guinea, Liberia and Sierra Leone nonetheless negatively affected the tourism industry in West Africa, which is particularly important in The Gambia.

<sup>18</sup> Presidential elections on December 1, 2016, resulted in a prolonged political transition after the incumbent, President Yahya Jammeh, who had led the country for 22 years after taking power in a military coup in 1994, was defeated by businessman Adama Barrow. Having initially accepted the election result, Jammeh rejected them on December 9, 2015 and called for new elections causing a constitutional crisis. Troops were deployed in Banjul and Serekunda. Following pressure by armed forces from several nearby ECOWAS countries, on January 21, 2017 Jammeh left The Gambia for an ECOWAS-arranged exile, allowing the transition of power without violence.

<sup>19</sup> In 2016, according to the International Organization for Migration (IOM), 11,973 Gambian nationals were registered arriving in Italy and Greece in 2016. Gambians made up 6% of the total arrivals to Italy in 2016. Source: Republic of The Gambia: The Gambia National Development Plan 2018-2021, p. 234.

<sup>20</sup> Sources: 1. GPE Secretariat Quality Assurance Review Phase 3 (Final Readiness Review) of ESPIG application 2018. 2. World Bank Gambia country overview. 3. The Gambia National Development Plan (NDP) (2018-2021).

## 2.2 The education sector in The Gambia

14. Until 2007, management of the public education system at the central level fell under one ministry, the Department of State for Education (DOSE), responsible for basic education as well as higher and tertiary education. In 2007, the central ministry split into two separate entities: the Ministry of Basic and Secondary Education (MoBSE) and Ministry of Higher Education, Research, Science and Technology (MoHERST). While basic education falls under MoBSE, teacher preparation (pre-service training) for lower and upper basic education teachers through The Gambia College falls under the responsibilities of MoHERST.<sup>21</sup> MoBSE operations are managed centrally, especially with respect to financial management, but are partially decentralized to six Regional Education Directorates (RED), each of which is responsible for one of six regions.<sup>22</sup> The current minister of basic and secondary education has been in office since 2017.<sup>23</sup>

15. The basic education system is organized into six years of Lower Basic Education (LBE) and three years of Upper Basic Education (UBE) – which together cover grades 1-9. This is followed by three years of senior secondary education and four years of tertiary or higher<sup>24</sup> education. The government also encourages early childhood development (ECD) and has been proactive in expanding access to preschool. The official age groups for each schooling level are shown in Table 2.1.

**Table 2.1** Official school age by level

LEVEL	AGE GROUP (YEARS)
Preschool / Pre-primary	3-6
Lower Basic Education (grades 1-6)	7-12
Upper Basic Education (grades 7-9)	13-15
Senior Secondary Education -grades 10-12)	16-18

Source: Gambia Ministry of Basic and Secondary Education (2017): Education Sector Analysis

<sup>21</sup> Sources: 1. Gambia Ministry of Basic and Secondary Education (2017): Education Sector Analysis. 2. ESSP 2016-2030.

<sup>22</sup> These regions are commonly referred to as regions 1-6, with regions 1 and 2 referring to the most urban areas in and around Banjul, while regions 3-6 are more rural and (especially regions 4-6) remote.

<sup>23</sup> The previous minister was in office for several years, as was the then permanent secretary. Turnover has not been a major concern in the sector, as most senior officials have worked in the sector for many years.

<sup>24</sup> Higher education refers to degree awarding institutions whereas tertiary tends to refer to non-degree or diploma awarding institutions.

16. Types of schools include government, grant-aided, private, and Madrassa schools.<sup>25</sup> All government and grant-aided institutions under basic or secondary education are principally financed by government and are considered public schools, whereas private schools are privately funded. Among Madrassa schools, 60 percent are government recognized<sup>26</sup> and are mostly at the basic education level. Although Madrassas are officially private schools, about 70 percent of their funding come from government subventions.<sup>27</sup>

17. Unlike Madrassas, which teach a regular school curriculum but in Arabic, Koranic schools called 'majalis'<sup>28</sup> focus on memorization of passages from the Koran. Traditionally, children attending majalis are not taught how to read or write in Arabic, English or local languages. Majalis are not government recognized, there are no official data on the number of children enrolled in them, and children attending majalis are generally considered out-of-school.<sup>29</sup>

18. In 2016, according to the UNESCO Institute for Statistics (UIS), the school-aged population included 471,822 children of basic education school age (7-15) and 128,206 children of senior secondary school age in the Gambia. The estimated growth rate of the school-aged population is around 2.72 percent per year.

19. According to the 2017 MoBSE Statistical Yearbook,<sup>30</sup> in 2016/2017 there were:

- Close to 0.6 million children enrolled from pre-primary to senior secondary levels, of which 56 percent (0.3 million) were in LBE, 16 percent (0.09 million) in UBE, and 17.6 percent (0.1 million) at the Early Childhood Development level.<sup>31</sup>
- At the ECD level, 72.91 percent of enrolled children attended private, and 27.09 percent public schools. At the LBE level, 71.33 percent of enrolled learners attended public and only 28.66 percent private institutions, whereas at the UBE level more than half of enrolled pupils (55.91 percent) were enrolled in private schools and only 44.09 percent in public ones.
- 18,810 teachers nationwide, of which 48 percent (9,049) in Lower Basic schools, 22 percent (4,201) at the Upper Basic level, and 16 percent (3,130) in ECD classrooms.
- 994 Lower Basic schools (of which 540 public,<sup>32</sup> 454 private, including 301 Madrassas) and 339 Upper Basic schools (195 public, and 204 private, out of which 142 are Madrassas).

<sup>25</sup> Grant-aided schools are managed by school boards and the government provides teachers' salaries. Madrassa schools cover the same curriculum as government schools in addition to offering religious classes.

<sup>26</sup> Recognized Madrassa have met standards established by MoBSE and are officially registered. Unrecognized Madrassa are not considered a significant issue in The Gambia.

<sup>27</sup> Gambia Ministry of Basic and Secondary Education (2017): Education Sector Analysis.

<sup>28</sup> Or 'daara'. In this report, for brevity's sake, we solely refer to 'majalis'.

<sup>29</sup> The exception are pupils attending majalis taking part in the conditional cash transfer (CCT) scheme described in section 3.5 of this report.

<sup>30</sup> MoBSE Directorate of Planning, Policy Analysis, Research and Budgeting (2017): Education Statistics 2016/2017. In the following referred to as the 2017 Statistical Yearbook.

<sup>31</sup> The remaining 10.4% are enrolled at the Senior Secondary level.

<sup>32</sup> Of these public schools, 502 are government schools, while 38 are granted-aided, i.e., they are managed by private (usually faith-based) education providers but receive government funding for teacher salaries.

20. The Gambia has a Local Education Group (LEG) that brings together representatives from MoBSE and MoHERST with those from development partners, civil society organizations, and The Gambia Teachers Union (GTU). Main development partners supporting the education sector who are also represented on the LEG are the World Bank, UNICEF, and the World Food Programme (WFP).

21. Over the past decade, The Gambia has developed three comprehensive Education Sector Strategic Plans (ESSPs) covering the periods 2006-2015 (ESSP I), 2014-2022 (ESSP II) and 2016-2030 (ESSP III). Each ESSP was accompanied by an Education Sector Medium Term Plan (ESMTP) covering three to four years. Some plans were superseded by newer plans before their end date (see Table 2.2).

**Table 2.2** *Timeline of key policy documents in The Gambian education sector, 2014-2018*

CATEGORY	2013	2014	2015	2016	2017	2018
Sector policies	National Education Policy 2004-2015			Education Policy 2016-2030		
Sector plans	ESSP I 2006-2015	ESSP II 2014-2022				ESSP III 2016-2030 <sup>33</sup>
Mid-term plans	ESMTP 2012-2015	ESMTP 2014-2017				ESMTP 2018-2020
ESPIG-funded project		Period covered by the GPE ESPIG/WB co-funded READ project				
Education sector review					•	
Joint Donor Reviews		•	•	•	•	•

22. This evaluation focuses on the ESSP 2014-2022, and the accompanying ESMTP 2014-2017 as the period covered by the most recent GPE Education Sector Plan Implementation Grant (ESPIG). However, the evaluation also refers to previous and subsequent plans where relevant.

## 2.3 GPE in The Gambia

23. The Gambia joined the Global Partnership for Education (at the time the Fast Track Initiative [FTI]) in 2003 and was among the first countries to receive a catalytic grant under the FTI. It is represented on the Board through the Africa 3 constituency.<sup>34</sup>

<sup>33</sup> While the title suggests that it covered the period since 2016, the ESSP was only finalized in October of 2017.

24. Under the FTI, The Gambia received three catalytic grants of increasing size, the third one of almost US\$28 million. Since the transition of the FTI to GPE, The Gambia has received two education sector plan implementation grants (ESPIGs), two education sector plan development grants (ESPDGs), and two program development grants (PDGs) as shown in Table 2.3. This evaluation focuses on the period of the 2014-2018 ESPIG, which was used to co-fund the Results for Education Achievement and Development (READ) project.<sup>35</sup>

**Table 2.3** *GPE grants to The Gambia*

GRANT TYPE	YEARS	ALLOCATIONS	DISBURSEMENTS	GRANT AGENT
Program Implementation (ESPIG)	2018-2021	5,300,000		IBRD
	2014-2018	6,900,000	6,579,424	IBRD
	2009-2013 <sup>36</sup>	27,998,912	27,998,912	IBRD
	2006-2008	9,400,000	9,400,000	IBRD
	2004-2005	4,000,000	4,000,000	IBRD
Sector Plan Development (ESPDG)	2016	387,824 + 56,000 <sup>37</sup> (2017)		IBRD
	2012	250,000	249,717	IBRD
Program Development (PDG)	2017	199,800		IBRD
	2013	197,500	195,341	IBRD

25. The Gambian coalition Education for All Network (EFA-NET), an umbrella organization for domestic civil society organizations (CSOs) engaged in education advocacy, has received GPE Civil Society Education Fund (CSEF) grants under all three CSEF cycles implemented to date.<sup>38</sup>

<sup>34</sup> GPE (undated): Internal Briefing Note: Gambia and the Global Partnership for Education.

<sup>35</sup> The READ Project was originally financed jointly by GPE (US\$6.9 million) and the International Development Association (IDA) (US\$11.9 million). In 2016, IDA provided an additional US\$7.5 million to help finance teacher salaries for six months and school grants for seven months; the Early Learning Partnership (ELP) trust fund provided US\$1 million to help finance additional ECD activities. Source: GPE (2016): Meeting of the Grant Applications Review Committee, June 20, 2016. The Government of The Gambia provided parallel financing of US\$16 million. According to the GPE Secretariat country lead, the GPE READ disbursement rate as of July 2018 was 99.56%.

<sup>36</sup> Focus areas supported under this ESPIG were teacher training, classroom construction, literacy, hygiene, cash transfers for student families, salary support. Source: GPE internal Briefing Note (undated).

<sup>37</sup> In October 2017, GPE approved additional US\$56,000. Source: <https://www.globalpartnership.org/news-and-media/news/additional-financing-granted-gambia-october-2017>

<sup>38</sup> US\$191,622 under CSEF I (2009-2012), US\$297,107 under CSEF II (2013-2015) and US\$300,333 under CSEF III (2016-2018).

26. In addition, three initiatives supported through GPE's Global and Regional Activities (GRA) program included data collection and, in one case, interventions in The Gambia:

- A UNESCO-led initiative for research on global assessment data (GRA 1) produced a publication on oral reading assessments, which included a case study on The Gambia Early Literacy in National Language Programme.<sup>39</sup>
- In 2015 and 2016, The Gambia Teachers' Union (GTU) participated in two capacity building workshops related to analyzing human resource management issues in the education sector and developing related policy proposals. The events were carried out in the context of a UNESCO and Education International-led GRA initiative on 'Delivering on strategic objectives for teachers' (GRA 10).
- The Gambia was one of 43 GPE member countries on which data was reflected in a World Bank study on child eye health conducted as part of a GRA-funded initiative (GRA 12).<sup>40</sup>

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<sup>39</sup> UNESCO Institute for Statistics (2016): Understanding what works in oral reading assessments. Montreal 2016. Available at: <https://globalreadingnetwork.net/publications-and-research/understanding-what-works-oral-reading-assessments>

<sup>40</sup> World Bank (2016): A situational analysis of child eye health.

## 3 GPE contributions to sector planning, implementation, dialogue/monitoring and financing<sup>41</sup>

### 3.1 Introduction

27. This section summarizes findings related to Key Question I of the evaluation matrix: “Has GPE-support to The Gambia contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?”<sup>42</sup>

28. The GPE country-level theory of change, developed in the inception report and adapted to the Gambian context (Appendix II), outlines four contribution claims for GPE’s contribution to country-level objectives (one claim per objective). Each contribution claim is based on several underlying assumptions (see Appendix VII).

29. This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, what has changed in the country, during the period under review?<sup>43</sup> And second, has GPE’s support contributed to these changes and, if so, how?<sup>44</sup> Answers to these questions are presented in the form of findings, and a summary assessment of the contribution claim is presented at the beginning of each sub-section. The summary assessments are colored to indicate whether evaluation evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim, or if there is insufficient data to assess the claim (grey). Appendix VII explains the underlying rating criteria and provides the evaluation’s assessment regarding the likely application of each of the underlying assumptions related to each of the contribution claims.

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<sup>41</sup> In the generic country level ToC developed during the inception phase, envisaged improvements in the areas of education sector planning, mutual accountability for sector progress, education sector financing, and ESP implementation constitute the country-level objectives that GPE is aiming to contribute to. This largely mirrors how country level objectives are defined in the GPE 2016-2020 strategic plan, except for mobilizing more and better education sector financing, which in the GPE 2020 is framed as a *global* level objective. The summative evaluations approach the issue of sector financing as a country-level objective to reflect that the focus is on changes in sector financing for the specific country under review.

<sup>42</sup> Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

<sup>43</sup> This corresponds to Country Evaluation Questions (CEQ) 1.1, 1.2, 1.4, 2.1, 2.2 in the evaluation matrix.

<sup>44</sup> This corresponds to CEQ 1.3, 1.4, 1.5, 2.3, 3.1, 3.2.



## 3.2 Sector planning<sup>45</sup>

### Strengths and weaknesses of sector planning during the 2014-2017 period<sup>48</sup>

#### Box 3.1: Assessment of Contribution Claim A.

**Claim:** “GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning.”

**Assessment:** The evaluation found that available evidence **supports** the GPE contribution claim related to education sector planning.

**Assessment is based on:** (a) During the review period the government of The Gambia did develop government owned, credible<sup>46</sup> and evidence-based education sector plans; (b) Available evidence indicates that the likelihood of the assumptions underlying the GPE contribution claim holding true in the Gambian context are ‘strong’ for all five assumptions;<sup>47</sup> (c) While the evaluation found several additional factors beyond GPE support that are likely to have contributed to sector planning, these factors alone do not suffice to explain the achievements made during the period under review. This overall assessment is elaborated on below.

Please see Appendix VIII for a visual representation of evaluation findings on GPE contributions to sector planning.

**Finding 1:** The ESSP 2014-2022 was credible, evidence-based, and government-owned. Sector planning processes for the two most recent sector plans were participatory and inclusive. Planning processes did not notably change during the 2014-2017 period.

30. The ESSP 2014-2022 was endorsed by the LEG in August 2013.<sup>49</sup> As shown in Table 3.1, the priorities the ESSP aimed to address key areas for improvement identified in the 2010/11 Country Status

<sup>45</sup> This section addresses evaluation questions Country Evaluation Question (CEQ) 1.1 (What have been strengths and weaknesses of education sector planning during the period under review?), 1.3 (Has GPE contributed to the observed characteristics of sector planning? How?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?). The numbering of evaluation question follows the numbering outlined in the evaluation matrix, see Appendix I.

<sup>46</sup> For GPE, the credibility of an ESP at country level is determined by whether it has undergone an independent appraisal (based on agreed-upon quality criteria) and whether it has been finalized and endorsed by the country. This involves the government/Local Education Group responding to the appraisal report via the appraisal memo and the endorsement of the appraisal by the LEG. Source: GPE (2017): How GPE works at the country level; p.11.

<sup>47</sup> Please see sub-section on ‘validity of assumptions’ below.

<sup>48</sup> Evaluation question CEQ 1.1.

<sup>49</sup> Source: LEG endorsement letter dated August 30, 2013, signed by the WFP country representative to The Gambia as the (then) chair of the LEG.

Report<sup>50</sup> and in data available in the education management information system (EMIS) at the time of developing the ESSP. The plan's priorities were also relevant to GPE Strategic Goals at the time (see Appendix IX).

**Table 3.1** Sector gaps addressed by the 2014-2022 ESSP<sup>51</sup>

KEY SECTOR CHALLENGES IDENTIFIED DURING ESSP PREPARATION	PRIORITIES OF THE 2014-2022 ESSP TO ADDRESS THESE CHALLENGES <sup>52</sup>
<b>Access and Equity</b>	
<p><b>Out of school children:</b> In 2010, approximately 31.6 percent of the group aged 7-15 years had never attended school. Key reasons cited by families at the time were the cost of access (46 percent), distance to school (15 percent), work and family activities (7 percent), and attendance at Koranic schools (7 percent).</p> <p><b>Stagnant gross enrollment rate (GER)</b> at basic and secondary levels. From 2004-2012, enrollment growth was matched by population growth.</p>	<p><b>Improve access and equity by:</b></p> <ul style="list-style-type: none"> <li>• Expanding the number of schools to reduce distance to schools and facilitate access through donkey carts for student transport</li> <li>• Scholarships and bursaries especially for girls</li> <li>• Abolishing all school fees in public lower/upper basic schools in favor of school grants</li> <li>• Supporting madrasa education (instructional materials, training teachers, constructing schools)</li> <li>• Conditional cash transfer programs to Koranic schools (majali)</li> <li>• Promoting inclusiveness, integration, and participation of students with special needs in the education system</li> <li>• A school feeding program</li> </ul>

<sup>50</sup> Government of The Gambia, the World Bank, and UNESCO/BREDA (2010/2011): The Gambia Education Country Status Report. Available at: <http://documents.worldbank.org/curated/en/284581468032133072/pdf/658320ESW0WHIT0country0status0report.pdf>

<sup>51</sup> Sources: ESSP 2014-2022 and 2010/2011 Education Country Status Report.

<sup>52</sup> This table focuses on linkages between ESSP priorities and identified sector gaps and therefore rephrases and summarizes some of the specific 2014-2022 ESSP policy priorities.

KEY SECTOR CHALLENGES IDENTIFIED DURING ESSP PREPARATION	PRIORITIES OF THE 2014-2022 ESSP TO ADDRESS THESE CHALLENGES <sup>52</sup>
<b>Quality and Relevance</b>	
<p><b>Low learning outcomes:</b> In 2012, average National Assessment Test (NAT) scores in English were 42 percent in grade 3 and 45 percent in grade 5. In mathematics scores were 37 and 42 percent respectively. Success rates varied between 45.7 percent for Grade 5 social studies, and 19.5 percent for Grade 3 English.</p> <p>In the Gambia Basic Education Certificate Examination (GABECE), the Grade 9 exam for senior secondary admission, 76 percent of candidates failed to obtain a credit in any of the 4 core subjects, and only four percent achieved a credit in all four. In more rural regions, girls performed significantly worse than boys.</p>	<p><b>Improve quality and relevance by:</b></p> <ul style="list-style-type: none"> <li>• Developing an improved curriculum and assessments</li> <li>• Focusing on improving early literacy and numeracy skills and evaluating reading programs in lower grades</li> <li>• Improving teacher training</li> <li>• Strengthening teachers' competencies in pedagogical and content knowledge</li> <li>• Strengthening monitoring and supervision systems</li> <li>• Hardship allowances to provide incentives for qualified teachers to be posted in remote areas</li> <li>• Providing teaching and learning materials</li> <li>• Providing library materials to public lower and upper basic schools</li> <li>• Promoting life skills, school health and nutrition</li> <li>• Scholarships for students in upper basic and senior secondary students</li> </ul>
<p><b>The primary completion rate</b> in 2012 (to grade 6) was 72.7 percent, and thus below the envisaged ESSP 2006-2015 target of 80 percent.;</p>	<ul style="list-style-type: none"> <li>• Improving teacher training and strengthening teachers' competencies in pedagogical and content knowledge</li> <li>• Strengthening monitoring and supervision systems</li> </ul>
<p><b>Teacher quality:</b> Continued gaps in teachers' subject content knowledge, pedagogical skills, ICT competencies, and professional values.</p>	<ul style="list-style-type: none"> <li>• Providing teaching and learning materials and promoting the use of new technology in schools</li> <li>• Providing library materials to public lower and upper basic schools</li> </ul>
<p><b>Student-textbook ratio</b> had not improved as targeted between 2004-2012</p>	
<b>Sector Management</b>	
<p><b>Resource mobilization:</b> Mobilizing sufficient resources for both recurrent and development purposes was an issue that continued to challenge the education sector due mainly to the fact that the education sector was supported by only a small number of donors.</p>	<p>MoBSE and MoHERST will establish mechanisms to attract funding from more donor partners. MoBSE and MoHERST will also look internally to intensify resource mobilization by prevailing upon Government to continue to increase budget commitment for both recurrent and development expenditures in education and training.</p>

31. The ESSP 2014-2022 was built around five pillars, two of which focused on higher education (Research and Development; Science, Technology and Innovation), while three were relevant to both basic and higher education (Access and Equity, Quality and Relevance, and Sector Management). Given GPE's focus on basic education, the evaluation concentrated on the latter three. Under these overarching areas, the ESSP outlined 31 policy priorities with 28 main deliverables.<sup>53</sup>

32. Stakeholder consultations and document review indicate that the process of developing sector plans has not significantly changed between the three plans developed since 2006, with the possible exception of the 2014-2022 and the 2016-2030 ESSPs having been compiled by ministry staff with even less external technical assistance than had been the case for the 2006-2015. For all three sector plans, the government (first through DOSE and, since 2007, through MoBSE and MoHERST) has exercised strong leadership for and ownership of ESP development and has consistently demonstrated commitment to participatory and inclusive processes for eliciting stakeholder inputs to these plans. Similarly, the quality of sector plans has been consistently high, with the 2014-2022 ESSP meeting five out of seven, and the 2016-2030 ESSP meeting six out of seven GPE/IIEP standards for ESPs (RF indicator 16a).<sup>54</sup>

33. Table 3.2 summarizes key strengths and weaknesses of the ESSP 2014-2022.

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<sup>53</sup> Under 'Access and Equity' the ESSP outlined 10 policy priorities and 11 main deliverables; under 'Quality and Relevance': 10 policy priorities and 9 main deliverables; under 'Sector Management': 11 policy priorities and 8 main deliverables. It is not clear why the number of policy priorities is higher than the number of deliverables. Furthermore, overview tables of estimated costs of sector plan implementation presented in the ESSP and the ESMPT differentiate between 25 distinct interventions/implementation streams – which are relevant to, but not identical to either the 31 policy priorities or the 28 deliverables.

<sup>54</sup> There is no GPE rating available on the 2006-2015 ESSP. The 2014-2022 plan met the criteria (RF indicator 16a) on overall vision, being strategic, holistic, evidence based and attentive to disparities. The 2016-2030 ESSP met all of these criteria except for the one on being 'strategic'. The 2014-2022 ESSP was not reviewed in relation to indicators 16 b-d. The 2016-2030 plan met 3/5 quality standards on having a teaching and learning strategy, 4/5 standards for having a strategy to respond to marginalized groups, and 3/5 standards for having a strategy to improve efficiency. See Appendix XII.

**Table 3.2** *Strengths and weaknesses of the 2014-2022 ESSP<sup>55</sup>*

DIMENSION <sup>56</sup>	STRENGTHS	GAPS/WEAKNESSES
<b>Country-led, participatory and transparent process of sector plan development</b>	<p>The ESSP was prepared by MoBSE and MoHERST technical teams under the leadership of the two Ministers, and with limited technical assistance from development partners.</p> <p>The process involved extensive dialogue and interaction with a broad spectrum of stakeholders at national, regional and community levels.<sup>57</sup> This included consultation during a national conference in October 2011, as well as regular sector dialogue in the context of the Coordinating Committee Meetings (CCM) and LEG (see section 3.3). Stakeholder suggestions, including LEG feedback, were incorporated in the document.</p> <p>ESSP priorities were integrated into the government's medium-term poverty reduction strategy,<sup>58</sup> reflecting national ownership.</p>	None
<b>Addressing key challenges of the education sector in relation to equity, efficiency and learning</b>	<p>The ESSP highlights the main challenges in the sector (see table 3.1) encompassing all sub-sectors from ECD to adult education and building on some of the empirical evidence available.<sup>59</sup></p> <p>ESSP objectives correspond to education priorities of national development, poverty reduction strategies, and the medium-term expenditure framework.</p>	

<sup>55</sup> Sources: (1) Appraisal Report of the 2014-2022 ESSP (2013). (2) Global Partnership for Education. ESP Ratings\_Calculations. Washington, D.C., September 2017. (3) GPE/UNESCO IIEP 2015 ESP appraisal criteria. (4) The Gambia - Education Development Plan Grant Application 2012. (5) Appraisal Report of the 2016-2030 ESSP. (6) Stakeholder consultations during evaluation site visit. (7) ESSP 2014-2022 and ESMTP 2014-2017. (8) 2016-2030 ESSP. (9) WB (2014) Project Appraisal Document Results for Education Achievement and Development Project (READ), February 2014. (10) GPE (2018): Disability and Inclusive Education. A Stocktake of Education Sector Plans and GPE-Funded Grants. Washington DC.

<sup>56</sup> The dimensions used in this table to structure observations constitute a blend of the GPE/UNESCO IIEP ESP appraisal criteria as described in the 2015 Guidelines for Education Sector Plan Appraisal and the GPE ESP quality criteria. As such, they address both process as well as content related characteristics of the sector plan.

<sup>57</sup> The preparation of the sector plan involved children as well as adults, illiterate as well as literate members of society, national assembly members, government departments, civil society, development partners and private sector representatives.

<sup>58</sup> Programme for Accelerated Growth and Employment 2012-2015 (PAGE).

<sup>59</sup> Including data from a Country Status Report in 2010, subsequent EMIS data, and studies conducted with GPE funding during ESSP preparation (see finding 2). The 2014-2022 ESSP conceptualized education as a continuum from ECD to higher education. This was an improvement from the previous ESSP, which took a more fragmented approach and placed less emphasis on preschool education.

DIMENSION <sup>56</sup>	STRENGTHS	GAPS/WEAKNESSES
	<p>Promotes education to marginalized groups, focusing on out-of-school children and boosting learning outcomes.</p> <p>Promotes inclusive education and emphasizes improving the quality of learning, including learning outcomes for children with disabilities.</p> <p>Addresses issues of access through the abolition of school fees and the replacement of school income through school grants.</p> <p>Promotes further improvements in Early Childhood Development (ECD) among the poorest to improve school readiness.</p> <p>Provides some rationale for choice of selected priorities/strategies (e.g., referring to lessons learned from past implementation).</p>	<p>The ESSP does not provide specific strategies for enhancing education for children with disabilities in terms of access, equity and efficiency.</p> <p>In some cases, it remains implicit how different strategies will come together to improve learning.<sup>60</sup></p> <p>In relation to ECD, the ESSP is primarily focused on questions of access without addressing issues of quality (e.g., ensuring consistent curriculum and teaching standards).</p>

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<sup>60</sup> For example, it is likely that literacy instruction in the mother tongue will promote learning. In order to do so however, it needs to be part of a 'package' including training a teacher fluent in the language and the pedagogical approach, the availability of teaching materials and books in the target language in sufficient quantities, and training the teacher in how to switch from mother tongue to English. While these elements may have been considered in preparing the ESSP 2014-2022/MTP 2014-2017, the plans are silent about how exactly different components will come together in schools.

DIMENSION <sup>56</sup>	STRENGTHS	GAPS/WEAKNESSES
<b>Realistic financing, implementation and monitoring arrangements. Achievability</b>	<p>The Plan was fully costed, and sources of funding were identified using financial simulation and projection models.</p> <p>The ESSP and ESMTP include a results chain that outlines specific outputs and intermediate outcomes related to the three priority areas of Access and Equity, Quality and Relevance, and Sector Management. Also, the ESMTP formulates key indicators, 2014 baselines and related targets to be achieved in each of the three priority areas by 2017.</p>	<p>Estimated financing covered only 52 percent of expected total costs for implementing the ESSP (and 75 percent of ESMTP costs). NGO contributions not reflected in the analysis of ESSP funding sources.</p> <p>Indicators and targets focus on high level (system and/or impact) changes. It is unclear whether and how activity/output level information will be monitored and linked to the higher-level results.<sup>61</sup> Unclear relationship between the ESSP's 31 policy priorities, 28 main deliverables and 25 implementation streams (in the ESMTP).</p> <p>Lack of detail on capacity constraints within MoBSE and MoHERST, and of strategies to strengthen capacities.</p> <p>No comprehensive assessment of implementation risks and possible mitigation strategies.</p>

## Did GPE contribute to changes in sector planning?<sup>62</sup>

**Finding 2:** During the 2014-2017 period, GPE funding requirements influenced ESSP timing and GPE resources and guidance supported the process of sector plan development.

34. **The incentive of obtaining a GPE education sector plan implementation grant (ESPIG) determined the timing of developing the 2014-2022 ESSP.** The process of developing the revised sector plan started in 2012. While this marked the end of the Mid-Term Plan 2008-2011, it was still well within the period covered by the previous overarching ESSP I (2006 -2015). However, GPE ESPIG funding requires a country to have in place a sector plan covering the whole period of the envisaged grant, in this case 2014-2017. None of the consulted stakeholders expressed criticism of this requirement<sup>63</sup> but said that they had welcomed the opportunity to update and improve on the previous ESSP. The timing of developing the most recent ESSP 2016-2030, which was conducted in 2017, was influenced by both GPE

<sup>61</sup> The annual sector reports compiled by the MoBSE M&E unit (available for the years 2014-2016) report only on high-level indicators such as percentage of schools with clean drinking water, or pupil to qualified teacher ratios, but are silent on whether specific activities aiming to influence these indicators have been successfully completed. This limits opportunities for systematically gathering data on why higher-level changes are or are not occurring.

<sup>62</sup> Evaluation question CEQ 1.1.

<sup>63</sup> For example, none of the consulted stakeholders felt that GPE requirements led to an unnecessarily early revision of the existing ESSP.

ESPIG application timelines,<sup>64</sup> as well as by the change of government in 2017 and the desire to align the strategic plan with the Sustainable Development Goals (SDGs) as well as the new Education Sector Policy 2016-2030.<sup>65</sup>

35. **Providing resources for evidence-based planning:** GPE supported the development of both the 2014-2022 and the 2016-2030 ESSPs through education plan development grants (EPDG) of US\$250,000 (2012) and US\$387,824 (2016).<sup>66</sup> For the 2014-2022 sector plan, resources were used to strengthen the evidence base underlying the sector plan and facilitate the participatory process of writing the plan. Specifically, GPE funds allowed MoBSE to conduct the following studies relevant to justifying the rationale to key interventions outlined in the 2014-2022 ESSP:

- Study on Access and Retention to understand reasons for not attending or dropping out of school, with special attention to gender dimensions and movements from conventional schools to Madrassas and vice versa.
- Analysis of the National Assessment test and the Second Chance education strategy.<sup>67</sup>
- Evaluation of the National Language policy to evaluate the Jolly Phonics and Serholt Early Grade Reading Abilities (SEGRA) programs, as well as of the use of national languages together with either Jolly Phonics or SEGRA which had been implemented in 125 pilot schools. The purpose of the evaluation was to determine the effects of the national language program and identify strengths and weaknesses of each of the approaches.<sup>68</sup>
- Assessment of the impact of the teachers' hardship allowance policy, which had been introduced in 2005 to address the challenge of posting qualified teachers to remote areas of the country.<sup>69</sup>

36. **GPE guidelines:** In its appraisal of the draft ESSP 2014-2022 and corresponding ESMTTP 2014-2017 the LEG applied GPE quality criteria, which are based on the GPE/UNESCO IIEP guidelines<sup>70</sup> for developing quality sector plans.<sup>71</sup> These criteria are also reflected in the quality assurance provided by the Secretariat's Gambia country lead. Consulted stakeholders expressed appreciation of GPE guidelines for sector plan development in relation to the content of sector plans. However, three senior individuals (two national and one international) felt that GPE process-related guidelines lacked flexibility (see Box 3.2).

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<sup>64</sup> Related to the forthcoming ESPIG anticipated for 2018-2021.

<sup>65</sup> Despite being dated back to 2016, the policy was finalized in 2017.

<sup>66</sup> In October 2017, GPE approved an additional US\$56,000.

<sup>67</sup> Source: Information provided by the Secretariat's country lead for The Gambia.

<sup>68</sup> The evaluation informed the ministry's decision to develop a unique approach to early grade reading by integrating the three previously used approaches. This is further discussed in section 4.

<sup>69</sup> Sources: Government of The Gambia – Education Plan Development Grant Application (2012); Global Partnership for Education: Initial Assessment of Education Development Grant Application (2012).

<sup>70</sup> Inter-Agency Network for Education in Emergencies (INEE)

<sup>71</sup> All consulted LEG members noted that they had not been aware of these guidelines and had, instead, reviewed the draft ESSP based on their professional experience and expertise. However, the appraisal document (p.11) includes a summary rating table referring to GPE quality criteria, indicating that the LEG review was, in fact, structured according to existing GPE guidance.



## Validity of assumptions

37. Available evidence suggests that all five of the (implicit) assumptions about sector planning underlying the GPE country-level theory of change (Appendix VII) held true in the context of The Gambia during the 2014-2017 period. These assumptions were that country level stakeholders have (i) the capabilities (knowledge and skills); (ii) the opportunities (resources, conducive external environment) and (iii) the motivation (political will, incentives) to jointly and collaboratively improve<sup>72</sup> sector analysis and planning; and that (iv) GPE has sufficient leverage within The Gambia for GPE support to influence sector planning, and (v) that EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.

## Additional factors and unintended effects

38. Additional factors beyond GPE support that positively affected sector planning included: The strong leadership and collaborative attitude of MoBSE and MoHERST, combined with strong internal planning capacities, and a tradition of education sector planning going back to the 1990s; the technical and financial assistance of the World Bank (outside of its role as GPE grant agent) and UNESCO, which had supported the compilation of the 2010/11 Country Status Report.

39. **Unintended effects:** As described in Box 3.2, GPE processes for sector plan development unintentionally led to making the process of reviewing and appraising the most recent ESSP 2016-2030 unnecessarily cumbersome in the eyes of several (local and international) stakeholders. Given the strong MoBSE and MoHERST leadership, this does not appear to have negatively affected national ownership of the final ESSP. The evaluation did not find evidence of any other unintended, positive or negative, effects of GPE financial and non-financial support to sector planning.

### Box 3.2: GPE rules for external ESP appraisal perceived as too rigid

Three consulted stakeholders, two national and one international LEG member who had been involved in sector plan development, criticized the selection process for an external reviewer to assess the draft sector plan.

For the 2016-2030 ESSP, the LEG wanted to contract the individual who had reviewed the 2014-2022 ESSP, and who – according to the informants – possessed in-depth knowledge of both The Gambia and GPE. However, GPE considers only those individuals who have completed dedicated GPE training on ESP assessment as being eligible to conduct external ESP appraisals. As the suggested individual was not willing to attend the offered GPE training, the LEG had to select a different consultant from a list of GPE-approved reviewers. According to the interviewed stakeholders, this consultant lacked context knowledge of The Gambia, which prolonged the process of finalizing the ESSP due to – in the eyes of these stakeholders – unwarranted comments and criticism of the draft sector plan.

<sup>72</sup> Or, more accurately in The Gambia context, not necessarily *improve* but rather *maintain the existing high quality*.

### 3.3 Mutual accountability through sector dialogue and monitoring

#### Box 3.3: Assessment of Contribution Claim B.

**Claim:** “GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress.”

**Assessment:** The evaluation found that available evidence **supports** the GPE contribution claim related to contributing to mutual accountability in the education sector. Given the strong country leadership for sector dialogue and monitoring, this contribution has been modest.

**Assessment is based on:** (a) Sector dialogue and monitoring are well established and have not significantly changed during the period under review; (b) The extent to which the assumptions underlying the contribution claim held true in The Gambia context was rated ‘strong’ for all four assumptions;<sup>73</sup> (c) Coordination Committee Meetings (CCM), as the main mechanism for both sector dialogue and monitoring, had been established independent from FTI/GPE requirements and guidance. However, the GPE-promoted Joint Donor Reviews (JDR) and LEG effectively complement the CCM. In addition, GPE ESPIG funds have supported the conduct of CCMs.

This overall assessment is elaborated on below.

Please see Appendix VIII for a visual representation of evaluation findings on the contribution claim related to sector dialogue and monitoring.

#### Has sector dialogue changed during the 2014-2017 period?<sup>74</sup>

**Finding 3:** Sector dialogue in The Gambia encompasses two complementary mechanisms that inform decision making, both of which are country-led, participatory and inclusive. These mechanisms did not change significantly during the 2014-2017 period.

40. The Gambia has two well-established mechanisms for sector dialogue that were put in place well before 2014 and have not considerably changed since: Coordinating Committee Meetings (CCMs) and the local education group (LEG). In combination, these mechanisms provide an effective structure for ensuring mutual accountability for sector progress.<sup>75</sup>

<sup>73</sup> See sub-section on ‘validity of assumptions’ for a discussion of these assumptions.

<sup>74</sup> Evaluation question CEQ 2.1.

<sup>75</sup> We understand (mutual) accountability as key stakeholders coordinating and assessing their efficacy in fulfilling their respective roles and responsibilities for improved education outcomes. See: GPE: Effective Joint Sector Reviews as (Mutual) Accountability Platforms. June 2017. Available at: <https://www.globalpartnership.org/content/key-takeaways-effective-joint-sector-reviews-mutual-accountability-platforms>.

41. The evaluation was not able to obtain reliable information on whether and how the CCM and LEG have evolved since the country became an FTI partner in 2003. This is partly due to the fact that documents and consulted stakeholders provided varying information on when each of the two mechanisms were established, and why two distinct structures were created and maintained.<sup>77</sup>

42. **CCMs** are a government-led partnership platform for sector monitoring. They are held every two months for five days, each time in a different region.<sup>78</sup> CCMs bring together senior staff of the two ministries and key stakeholders in the education sector (including development partners, civil society organizations, Regional Education Directorates, teachers, learners and parents/community members) to observe policy implementation on the ground. The events include unannounced supervision visits to randomly selected schools. Using a standardized observation tool, these visits are used to assess whether schools meet agreed-upon minimum standards.<sup>79</sup> In addition, CCMs include

#### **Box 3.4: Social accountability through CCMs**

All but one consulted stakeholder expressed appreciation for the CCM as an effective accountability mechanism that not only keeps teachers and head teachers 'on their toes' but also Regional Education Directorates and the two ministries. Stakeholders (government, development partners and CSOs alike) also described the CCM as a valuable tool for demonstrating accountability of education duty bearers, including very senior staff from MoBSE and MoHERST, to communities.

Follow-up visits are conducted a few months after each CCM to ensure that identified issues are being addressed. Each CCM begins with a report on actions taken to address shortcomings noted during the previous one. Several stakeholders (governmental and non-governmental) provided examples of how CCMs led to concrete improvements in the sector, from helping to identify the need for hardship allowances, to testing the viability of the donkey cart idea, to flagging visited schools' need for resources to make basic infrastructure repairs, etc. One civil society stakeholder described the general cycle as (a) sector consultations identify existing problems and solutions, (b) solutions are piloted with donor funds and evaluated, (c) if successful, solutions are scaled and gradually mainstreamed into the government's budget.

Six stakeholders (from development partners and CSOs) questioned whether MoBSE might be able to conduct CCMs in a more cost-efficient way, while preserving the value added. Related suggestions included reducing the number of days spent on each CCM or limiting the number of stakeholders invited and provided with accommodation and travel stipends.<sup>76</sup>

<sup>76</sup> CCMs sometimes involve over 100 participants who travel to the different regions, plus – in the case of MoBSE and MoHERST – senior staff, support staff such as drivers all of whom require accommodation and per diems. One consulted (CSO) stakeholder raised concerns that CCMs were about naming and shaming individual teachers and operated on the basis of fear. All other stakeholders who commented on the CCMs disagreed in this regard, however, and noted that, instead, Regional Education Directorates and teachers were now looking forward to the CCM coming to their area as it allowed them to bring issues and problems to the attention of relevant authorities.

<sup>77</sup> Several senior ministry staff indicated that the CCM already existed when the LEG was put into place, which appears to have occurred sometime after The Gambia started to receive support through the EFA FTI. This indicates that the existence of the LEG may be primarily linked to FTI/GPE requirements. However, as noted above, interviews elicited a variety of views on when, how and why both mechanisms came into being.

<sup>78</sup> Thereby covering all six regions each year.

<sup>79</sup> These standards cover impact-level indicators such as pupils' learning outcomes as measured through NAT and GABECE results, but also a range of outcome and output-level indicators on school leadership and management (e.g., existence of a school vision and mission and of a realistic school improvement plan, data on pupil attendance

presentations by different stakeholders to share information on their respective work.<sup>80</sup> See Box 3.4.

43. **The LEG** comprises all in-country development partners from government, development partners and CSOs as well as the teachers' union. It is chaired by UNICEF as the GPE coordinating agency. The active core group of LEG members represents 10-15 organizations.<sup>81</sup> The LEG meets on an as-needed basis to review, provide feedback on, and – where required – endorse key sector documents and plans including the ESSP as well as grant proposals including those to GPE. As such, the LEG is very task-focused, while broader sector dialogue takes place in the context of CCMs and Joint Donor Reviews (JDR), which are discussed under finding 4.

44. All consulted stakeholders confirmed that CCMs and the LEG are inclusive and participatory in that they involve a wide range of actors from national to local levels,<sup>82</sup> and that they provide meaningful opportunities for these stakeholders to express their views, concerns, and suggestions. The same applies to the JDRs. All consulted stakeholders described the CCMs, LEG and JDRs as mutually complementary and relevant in their own right, although CCMs are unanimously perceived as the most significant (partly due to the significant time and resources that are invested in this mechanism). CCM membership is slightly broader but also more variable than that of the LEG and of JDRs as CCM meetings are held in different locations each time and involve a wider range of regional/local stakeholders, while LEG and JDR meetings take place in the capital Banjul and are therefore largely attended by individuals based there. However, many key actors, especially senior staff from MoBSE and MoHERST, attend all three mechanisms thereby ensuring that information is shared between CCMs, LEG and JDRs.

### Has sector monitoring changed during the 2014-2017 period?<sup>83</sup>

**Finding 4: While recent Joint Donor Reviews have not met GPE quality standards, they have been participatory and inclusive, evidence based, comprehensive, and policy relevant.**

45. CCMs play a central role in The Gambia not only in terms of sector dialogue (described above), but also as a tool for ongoing sector monitoring. Joint Donor Reviews (JDRs), jointly chaired by MoBSE and MoHERST, complement CCMs as regular sector (though not specifically ESSP-related) monitoring events.

46. Until 2014, joint donor and supervision missions were held every two years, involving development partners and CSOs in monitoring sector progress. Missions resulted in a joint donor aide memoire that summarized key findings and formulated recommendations. Since 2014, the nature of the JDRs has changed, partly due to the small number of education sector donors permanently represented

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and instructional hours), on curriculum management (e.g., existence of a school calendar, class timetables and lesson plans) as well as on the school environment (e.g., existence of a school management committee, evidence of community participation, clean and functional building, WASH facilities and furniture).

<sup>80</sup> Sources: Sample of CCM agendas provided by MoBSE; MoBSE website ([www.edugambia.gm/ccm/c-c-m](http://www.edugambia.gm/ccm/c-c-m)); World Bank (2014) Project Appraisal Document for the READ project; stakeholder consultations.

<sup>81</sup> Sources: LEG meeting notes and interviews with LEG members.

<sup>82</sup> CCM membership is slightly broader but also more variable than that of the LEG as CCM meetings are held in different locations, while LEG meetings take place in the capital Banjul.

<sup>83</sup> Evaluation question CEQ 2.2.

in The Gambia.<sup>84</sup> JDR meetings are now held twice a year and are centered on MoBSE and MoHERST providing overviews of sector progress since the last meeting,<sup>85</sup> complemented by discussions of overall progress and various specific thematic foci.

47. Recent JDRs have not met GPE quality criteria,<sup>86</sup> largely because the processes and their outcomes are not documented in joint donor Aide Memoires that provide evidence of issues raised, recommendations made, and actions taken on previous recommendations. However, a review of World Bank Aide Memoires<sup>87</sup> and consultations with MoBSE and MoHERST staff, CSO representatives and other development partners indicate that the JDRs are:

- **Participatory and inclusive**, i.e., they involve a wide range of education stakeholders<sup>88</sup> (development partners, CSOs, teachers and learners) and allow for open discussions among them. As JDR meetings take place in Banjul, they allow participation of some stakeholders, such as the French embassy, who do not usually attend CCMs held in the regions;
- **Evidence based** in that they draw upon the most recent EMIS data available;
- **Comprehensive**, i.e., they cover all sub-sectors of both basic and higher education, although not all sub-sectors are explored in the same depth during each meeting;
- **Policy relevant**, i.e., the discussions held, and agreements reached during JDRs do influence decision making and subsequent reviews take stock of whether and to what extent decisions taken have been implemented.<sup>89</sup> This is not systematically documented, however.

### Did GPE contribute to changes in sector dialogue and monitoring? How?<sup>90</sup>

**Finding 5: During the period under review, GPE made modest contributions to sector dialogue and monitoring, primarily through financial support to CCMs.**

48. There is no indication that GPE funding requirements provided a significant incentive for creating or strengthening sector dialogue or monitoring in The Gambia as mechanisms were already well

<sup>84</sup> Primarily the World Bank, UNICEF and WFP.

<sup>85</sup> MoBSE and MoHERST make detailed slide presentations that summarize EMIS data on key sector indicators.

<sup>86</sup> According to GPE 2016 data, The Gambia does not meet any of the 5 criteria (participatory and inclusive, evidence-based, comprehensive, a monitoring instrument, anchored in an effective policy cycle) therefore not meeting the quality standard (minimum of 3). GPE 2017 data on this indicator does not report on The Gambia.

<sup>87</sup> These Aide Memoires combine WB observations on READ-specific supervision missions, but also insights deriving from JDRs attended by World Bank representatives.

<sup>88</sup> Primarily, though not exclusively, those based in the capital region.

<sup>89</sup> For example, as evidenced in a WB Aide Memoire from June 2016, discussions on emerging weaknesses of in-service training measures implemented to date, JDR discussions led to an agreement to subsequently check all in-service instructors' content knowledge and pedagogical skills, and to the READ project providing additional technical assistance to train the instructors.

<sup>90</sup> Evaluation question CEQ 2.3.

established with strong country ownership and leadership.<sup>91</sup> However, during the period under review GPE supported these mechanisms for sector dialogue and monitoring in the following ways.

- **Financial support for CCMs**, through the ESPIG co-funded READ project<sup>92</sup>
- **LEG chair**: UNICEF as the GPE coordinating agency (CA) has chaired the LEG, thereby ensuring that the group provided timely input to key documents related to GPE grant approval processes and ESP development.
- **Technical contributions and advocacy**: Staff from the World Bank (as the GPE grant agent), UNICEF (as the CA) and The Gambia Secretariat country lead regularly attended JDRs as well as (occasionally) CCMs. They contributed to discussions and also used the opportunity – if and as required - for advocacy purposes e.g., related to READ project implementation (see section 3.5). There has been no need for GPE to advocate for stronger civil society or teacher associations’ involvement in sector dialogue given the very participatory nature of existing mechanisms.

49. There is no indication that GPE quality standards for joint sector reviews have significantly influenced the format of JDRs in The Gambia. Instead, MoBSE and MoHERST, in collaboration with development partners, have developed a tailored approach to regular sector reviews that reflects (i) the small number of development partners present in the country, and (ii) the strong leadership provided by the two ministries.

### Validity of assumptions

50. The GPE country-level theory of change contained four underlying assumptions related to the contribution claim on sector dialogue and monitoring (see Appendix VII). Available evidence indicates that the likelihood of these assumptions holding true in The Gambian context is strong for the following assumptions. (i) country-level stakeholders (including due to GPE financial and non-financial support) had sufficient opportunities, including resources, to work together to solve education sector issues; (ii) country-level stakeholders had appropriate knowledge and skills (capabilities) for sector dialogue and monitoring; and (iii) country level stakeholders had the motivation (including political will) to work together.

51. The fourth assumption, that GPE, in particular through the work of the CA, had sufficient leverage to positively influence LEG existence and functioning, also holds true. However, this assumption is less relevant in The Gambia than in countries<sup>93</sup> where the LEG is the main or sole mechanism for sector dialogue.

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<sup>91</sup> Donor coordination (through joint sector reviews and supervision missions) has been in place since 2001, before The Gambia joined the (then) FTI. A donor coordination unit was established in 2007. Source: GPE internal document (undated): “Donor Coordination in Education Sector – The Gambia”.

<sup>92</sup> As part of READ component 3.1 on development and implementation of a communications strategy. Source: World Bank (2013) Project Approval Document for READ project, p.61.

<sup>93</sup> Such as Sierra Leone.

## Additional factors and unintended effects

52. The main factors beyond GPE influence that positively influenced sector dialogue in The Gambia have been (i) the consistent commitment to and leadership for participatory and inclusive sector dialogue shown by MoBSE and MoHERST; and (ii) the small number of development partners supporting the education sector, which facilitates consensus building.

53. The evaluation found no evident factors that negatively affected sector dialogue and monitoring. Similarly, available evidence provides no indication of unintended, positive or negative, effects of GPE support to sector dialogue and monitoring during the period under review.

## 3.4 Education sector financing<sup>94</sup>

### Box 3.5: Assessment of Contribution Claim C.

**Claim:** “GPE advocacy and funding requirements contribute to more and better financing for education in the country.”

**Assessment:** The evaluation found that available evidence **partly supports** the GPE contribution claim related to strengthening the more and better domestic financing, and **supports** the GPE contribution claim to more and better international financing

**Assessment is based on:** (a) While The Gambia has not progressed toward the 20 percent target during the review period, both domestic and international sector financing in The Gambia grew in real terms in the review period, and most of the projected ESMTF costs for basic and secondary education were funded; (b) available evidence indicates that the likelihood of the two assumptions underlying the contribution claim holding true in The Gambia is moderate in both cases (see Appendix VII); (c) the national context provided a mix of favorable and unfavorable elements, such as renewed donor interest following the presidential transition, and the very high public debt left by the previous administration.

This overall assessment is elaborated on below. Please see Appendix XIII for a visual representation of evaluation findings on the contribution claim related to sector financing.

### How has education sector financing changed during the review period (2014-2017)?

**Finding 6:** Absolute levels of domestic public education expenditure have been growing in real terms since 2010 and continued to grow during the review period. However, The Gambia has not progressed toward the 20 percent target in recent years.

<sup>94</sup> This section addresses evaluation question CEQ 1.4 (How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

54. On balance, data suggest that domestic public financing for education, including basic education, has improved since 2010. The World Bank's 2017 Education Public Expenditure Review (PER, p.39) notes that public education budgets have grown by seven percent in real terms (14 percent in nominal terms) per year for the period 2010-2015.<sup>95</sup> The largest share of this growth accrued to MoBSE, whose nominal expenditure roughly doubled over the period, from 0.6 billion GMD in 2010 to 1.2 billion GMD in 2015 (US\$25m at 2018 rates). The latest MOFEA budget data (beyond PER data, which end in 2015) further suggest that MoBSE's budget continued to grow at similar yearly nominal rates in 2016-2018. Interviews with MoBSE's budget directorate confirmed this generally positive trend in recent years. Since MoBSE's budget growth in real terms exceeds both the rate of student growth and the rate of population of school age growth, this signals a real improvement in resources available per child in basic education.<sup>96</sup> This trend began before the review period and continued during it, at the same general pace.<sup>97</sup>

#### Box 3.6. Sources of financing data.

The assessment of the education sector's financial state, as well as of changes over the course of the review period, is complicated by the incomplete nature of datasets, and the fact that different sources provide differing information about levels and trends of key indicators. In general, external datasets (UIS, GPE) paint a worse picture of education financing than government-led assessments (e.g. Education Sector Analysis 2017). This discrepancy is surprising as external datasets are originally also based on national reporting. Specific discrepancies are further discussed in the section. The main data sources used are: (a) UIS data on education finance, which ends in 2013 for all indicators; (b) Education finance data reported in the Education Sector Analysis (ESA) 2017, based on data from MoFEA and the Internal Household Survey 2015. The data also forms the basis of the World Bank's 2017 Education Public Expenditure Review (PER). ESA/PER data covers 2010-2015; (c) GPE data on education finance's share of total public expenditures (excluding debt), which covers 2014-2016; (d) Data on sectoral budget allocations from MoFEA's national budget books, which covers 2012-2018 (2017-2018 being estimates).

<sup>95</sup> The World Bank's PER uses "budget", "expenditure" and "spending" largely interchangeably, even though it notes (p.37 and 40) that the actual execution rate of budgets fluctuates, particularly with regards to capital expenditures. The PER cites Ministry of Finance 'budget data' as source for its education financing data but does not stipulate if it uses data ex ante data on budgeted allocations, or ex post data on actual expenditures and disbursements. In the absence of further specification, the reader should assume figures refer to allocations as budgeted (not necessarily as spent), with the knowledge that budget execution rates are high for recurrent salary costs; high to medium for recurrent non-salary costs; and medium to low for capital costs. Data on exact education budget execution rates are not available (this is because the education sector budget follows the 'cash method' of accounting, see PER p.40, especially footnote 17). The PER is available at <http://documents.worldbank.org/curated/en/301101509466067040/Gambia-The-Education-sector-public-expenditure-review-an-efficiency-effectiveness-equity-adequacy-and-sustainability-analysis>.

<sup>96</sup> The seven percent annual growth rate in domestic education financing exceeds the five percent annual rate of student growth over the 2009-2015 period (PER, p.45), and the 3-4 percent annual rate of growth in the population of primary school age (both sexes) reported by for the 2010-2016 period.

<sup>97</sup> UIS data for "Government expenditure on primary education, constant US\$ (millions)", only available until 2013, contrasts with ESA data as it shows that government expenditure on education was flat between 2010 and 2012 (US\$34m), then dropped steeply in 2012 (US\$24m). In direct contradiction, the ESA reports that "The MOBSE's rate of increase is high and steep precisely after 2012." (p.50, with the trend being similar for overall spending, since the MoBSE makes up the largest share of the education budget). Similarly, UIS data for "Initial government funding per primary student, constant US\$" reports that funding per student almost halved between 2010 (US\$97) and 2013 (US\$47), whereas ESA/PER data suggests an increase. It is not clear what explains this stark discrepancy between



55. Increases in the education budget (in absolute terms) since 2010 and into the review period are principally driven by increases in both salary and non-salary recurrent costs. Salary costs are rising due to the rapid growth in the number of teachers (faster than enrollment growth).<sup>98</sup> The growth in non-salary costs, starting in 2013 and into the review period, principally reflects the gradual introduction of School Improvement Grants (SIG) paid by MoBSE to schools, starting in 2013 with primary schools. This has increased both the volume and relative share of non-salary recurrent costs in the education budget (see next paragraph).<sup>99</sup>

56. When disaggregated by sub-sector, primary education's share of the total education budget has remained broadly stable in 2010-2015 at around three quarters of total domestic education spending, with the remainder evenly split between secondary and higher education.<sup>100</sup>

57. When disaggregated by type of expenditure, the budgeted share of capital expenditure remained relatively stable between 2010 and 2015, at around 7.5 percent, whereas the budgeted share of salary costs declined from 70 to 80 percent. Finally, the budgeted share of non-salary recurrent costs rose from 10-15 percent during most of the period to 20 percent by 2015, due to the aforementioned phasing in of SIGs. Disaggregated data were not available past 2015 but there is no indication that existing trends have significantly changed. Overall, as a senior MoBSE official stressed, the government continues to allocate most of its education budget to salaries, and donors remain crucial for capital and development funding. Indeed, during the review period, donors were expected to fund most of the implementation of the ESMTP 2014-2017's basic and secondary education costs.

58. As Figure 3.1 shows, donors were forecast to provide 56 percent of overall needed funding and 75 percent of available funding, for a funding gap of 25 percent.<sup>101</sup>

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UIS and ESA/PER data for 2010-2013. Given that the ESA's data is more recent, was used by the WB in its PER, and aligned more closely with interviewee's impressions, it is relied upon more heavily in the main text. UIS data does confirm that public expenditure on education per primary student in constant US\$ has been rising in the long-term, as the 2008-2013 average (US\$61) is much higher than the 2001-2007 average (US\$23). The data shows a large rise from 2007 to 2008 and suggests the level of spending was broadly maintained until 2013, when the data series ends.

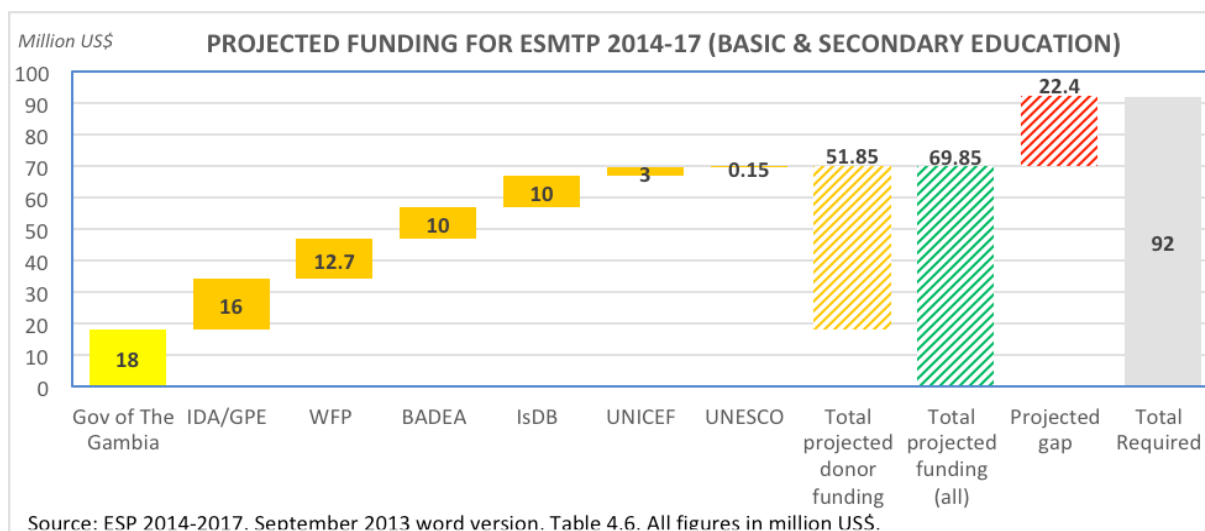
<sup>98</sup> In contrast, salaries per teacher have not grown much and remain low by sectoral comparison. PER, p.95: "The number of teachers is the key driver of the cost of schooling although teacher salaries are generally low". P.49: "The salary of the education sector staff is below the public sector average wage (GMD 3,913 per month) and is significantly less than the health sector staff salary. Overall, the high spending on personnel cost in the sector is associated with high growth in the number of staff but not in the improvement of salaries."

<sup>99</sup> The cost of School Improvement Grants was initially born by the READ project, then integrated into the government's / MoBSE's budget (source: World Bank Project Appraisal Document PAD2384, 2018, page 12, footnote 4). This is reflective of a wider tendency in The Gambia whereby initiatives are piloted with donor funding and eventually mainstreamed into domestic budgets. This has happened to some extent with the hardship allowance for remote postings, and plans are in place to domesticate the funding of school feeding and textbook procurement (source: interviews with MoBSE officials).

<sup>100</sup> Source: World Bank PER, 2017, p.41.

<sup>101</sup> Please note that data referenced in the Figure and text are estimates as shown in the ESMTP 2014-2017 (September 2013 version) and they do not reflect actual GPE/IDA contributions nor actual amounts financed by the Government of The Gambia. Although it is possible in some cases to identify how much was actually spent (e.g. GPE grants), a full breakdown of actual expenditure against the 2014-2017 ESMTP was not available, as the plan was replaced before its completion by a new ESSP and ESMTP. Of note, the next ESMTP 2017-2020 (version 31-10-2017, pp.49-50) projects a higher total envelope for basic and secondary education (US\$155m against 92m in 2014-2017),

**Figure 3.1** Donors were expected to fund over half of ESMTP 2014-17 basic and secondary education costs.

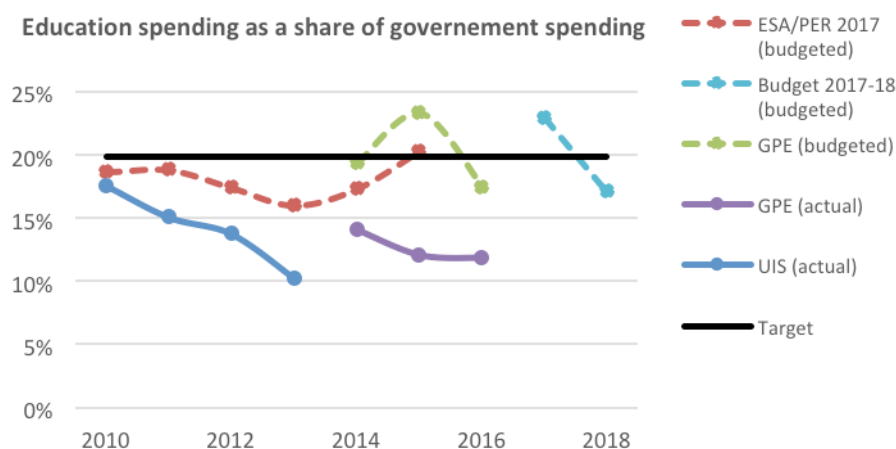


59. With regard to education's share of total (non-debt) budgeted public expenditures, the data are inconsistent, as Figure 3.2 illustrates (see also box 3.6 above). Data on budgeted allocations suggest that education expenditures have fluctuated close to the target 20 percent mark between 2010 and 2018.<sup>102</sup> In contrast, data on actual expenditures (UIS and GPE data) suggests spending fluctuated between 10 and 15 percent, on a downward trend before and during the review period. One key message is therefore that the gap between budgeted and actual allocations remains a significant concern, as confirmed both by the WB's PER (p.37), and interviews with MoBSE staff. Altogether, the evidence suggests that, on balance, The Gambia has not met or progressed towards the target of spending 20 percent of its non-debt budget on education.

a much more significant government contribution (US\$11m or 72 percent), a smaller donor contribution (US\$33m or 21 percent), and a smaller gap (US\$11.5m or 7 percent).

<sup>102</sup> The data suggests allocations fell a little in 2010-2013 and recovered (with fluctuation) in 2014-2018 (ESA/PER data, GPE results framework data on budget allocations, Gambia Budget 2017-18 data).

**Figure 3.2** The Gambia has not recently progressed toward the 20 percent target



60. Despite this assessment, nominal, budgeted figures suggest that education remains a key priority. MoBSE remains the MDA (Ministry, Department, Agency) with the largest funding envelope of Gambia Local Funds in the 2018 budget estimate, and MoBSE's nominal allocations have grown faster than either nominal GDP or health sector allocations (but slower than agriculture allocations) since 2012, as Table 3.2 shows.

**Table 3.3** Year-on-year percentage growth in nominal budgeted allocations

SECTOR	2013	2014	2015	2016	2017	2018	TOTAL SINCE 2012
Education (MoBSE)	+12.12	+62.34	-12.49	+34.99	+31.06	-17.53	+132.39
Health (MoHSW)	+0.14	+11.84	+40.12	+11.69	+3.93	+7.27	+95.39
Agriculture (MoA)	+16.46	+167.21	-3.4	+2.47	-11.12	+54.95	+324.27
Nominal GDP	+2.41	+11.13	+2.07	+11.18	+11.25	+11.05	+59.55

Source: National Budget Appropriation Reports

61. Domestic government financing is not the only, or even the main, source of education financing. The main funders of education in The Gambia remain households, which contributed roughly 60 percent of total sector funding in 2015 (PER, p.38). Although there are no data past 2015, the contribution of household during the remainder of the review period (2016-2018) was expected to decline as the abolition of school fees, which began in 2013, has alleviated some of the financial burden on households, although several hidden costs remain for families (e.g. uniforms, stationary, school meals, etc.).<sup>103</sup>

<sup>103</sup> David Able-Thomas. "Basic & Secondary Education Budget Analysis". Center for Sustainable Development and Governance (CeSDAG). 2018. Slide 13.

**Finding 7: The quantity and quality of international sector financing remained stable or marginally increased during the review period.**

62. The Gambia has received on average US\$110m (constant 2016 US\$) in ODA per year across all sectors since 2010.<sup>104</sup> Of this, an average of US\$6m/year (excluding GPE/FTI contributions)<sup>105</sup> has been allocated to education since 2010, with an increasing trend in 2014-2016, mainly due to increasing funding from IDA and Middle Eastern donors.<sup>106</sup> Government data shows that in 2016-2017 the main sectoral donors were the READ project (IDA/GPE, US\$4.4m in 2016-2017), OFID (4m), BADEA (3m), and the Islamic Development Bank (IDB, 1.16m).<sup>107</sup> Donors such as IDA, GPE, USAID, the IDB and UNICEF have focused on basic education, while others (e.g. OFID, BADEA) focus on higher education.

63. During the review period, pre-existing well-established donor coordination mechanisms continued to operate. At MoFEA, a central donor coordination unit enforces the national Aid Policy, manages the aid database, produces donor mappings or aid bulletins, and coordinates donor visits. At MoBSE, aid is principally channeled through the Project Coordination Unit (PCU), which processes funds, procures goods and services, and implements projects on behalf of MoBSE and donors.<sup>108</sup> Both donor and governmental stakeholders agreed that these mechanisms, along with regular consultations such as the CCM and JDRs discussed in section 3.3, support partner alignment with sectoral plans. Moreover, several MoBSE stakeholders stressed that the Ministry exercises strong leadership and has refused donor funding when it involved high procedural costs for small amounts, or when the support offered did not align with existing needs and plans.<sup>109</sup> Finally, during the review period, two major co-funded projects (the READ project in basic education and the University of the Gambia project in higher education) contributed to some harmonization of external funding (see next finding).

<sup>104</sup> Data in this paragraph is based on OECD-CRS data on donor allocations (available up to 2016).

<sup>105</sup> The Global Partnership for Education (GPE) does not report its disbursements to the OECD-CRS, despite recent moves to reach a solution. See <https://gemreportunesco.wordpress.com/2018/04/12/tracking-of-aid-to-early-childhood-development-needs-to-improve/>

<sup>106</sup> Several sources record a temporary decline in 2015: GPE application documents for the 2018-2022 ESPIG, submitted in 2017, suggest a decline in non-GPE external funding, from US\$6.7m in 2014 to US\$4.25m per year in 2015-2016 (p.9). However, the same document projects a recovery to an average of US\$7m per year for 2017-2021. Some sources (OECD) also suggest that the share of education ODA allocated to basic education has declined over time, although some of the funds coded as allocated to 'sector management' may also benefit basic education.

<sup>107</sup> Ministry of Finance and Economic Affairs of The Gambia, Directorate of Aid Coordination. "Donor Mapping Report for The Gambia." Prepared by Mr. Yaya Jallow, Consultant. April 2017. OECD data for the last five years (2012-2016) shows that the largest education sector donors have been IDA (US\$16m in total, increasing trend), the US (3.3m, stable), Kuwait (2.7, increasing), UNDP (1.4, decreasing), France (1.2m, decreasing), UNICEF (1m, stable), and the United Arab Emirates (0.8, increasing). All figures in constant 2016 US\$. Some donors are not recorded in the OECD database, e.g. the Islamic Development Bank, the Arab Bank for Economic Development in Africa (BADEA), and the OPEC Fund for International Development (OFID).

<sup>108</sup> In recent years, the PCU has had a dedicated donor coordination officer on staff. It is also worth noting that whereas the PCU coordinates, collects and executes on donors' financial contribution, the sectoral participation of other actors, such as NGOs, is coordinated by MoBSE's planning directorate.

<sup>109</sup> The two examples provided (but not independently verified) were MoBSE's refusal of US\$3m in funds from a bilateral donor given the high process costs involved, and MoBSE redirecting one multilateral agency's efforts from a region with limited need, in which other partners were already operating, to a region with greater need.

## How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?

**Finding 8:** Despite shrinking grants relative to the FTI period, GPE's 2014-2018 ESPIG helped to leverage additional funding to support the implementation of the ESMTF in The Gambia, and together with this additional funding provided the main source of financing for the sector plan during the period. GPE has also incrementally contributed to improving the quality of international financing.

64. During the review period 2014-2018, GPE provided a US\$6.9m ESPIG grant to the READ project to support the implementation of the ESMTF 2014-2017. GPE's contribution amounted to 16 percent of the total READ budget of US\$43.3,<sup>110</sup> and to 7.5 percent of the total estimated basic and secondary education cost of the ESMTF. Although GPE's financial contribution to READ and the ESMTF was thus smaller than that of its READ partners (IDA and the government), GPE's funding and funding requirements were instrumental in setting up the READ project as a joint funding platform and ESMTF support instrument.<sup>111</sup> GPE consultation processes and quality-assurance fostered the development of a high-quality and jointly owned READ project which attracted both significant IDA and government funding. In total, READ funded almost 47 percent of the ESMTF's projected basic and secondary education costs, and significantly contributed to sector plan implementation. In other words, GPE successfully leveraged additional financing and thereby contributed to education sector plan implementation in basic education.<sup>112</sup>

65. Conversely, there is no evidence that GPE contributions have crowded out sector funding. Domestically, as noted in finding 6, government allocations to education have risen since 2010 in absolute terms, with no sign of crowding out. Internationally, as noted in finding 7, non-GPE education sector ODA has been stable or increasing in recent years.<sup>113</sup> If anything, GPE has 'crowded in' funding, as IDA contributions since 2009 have risen at the same time as GPE contributions have declined. See Figure 3.3.

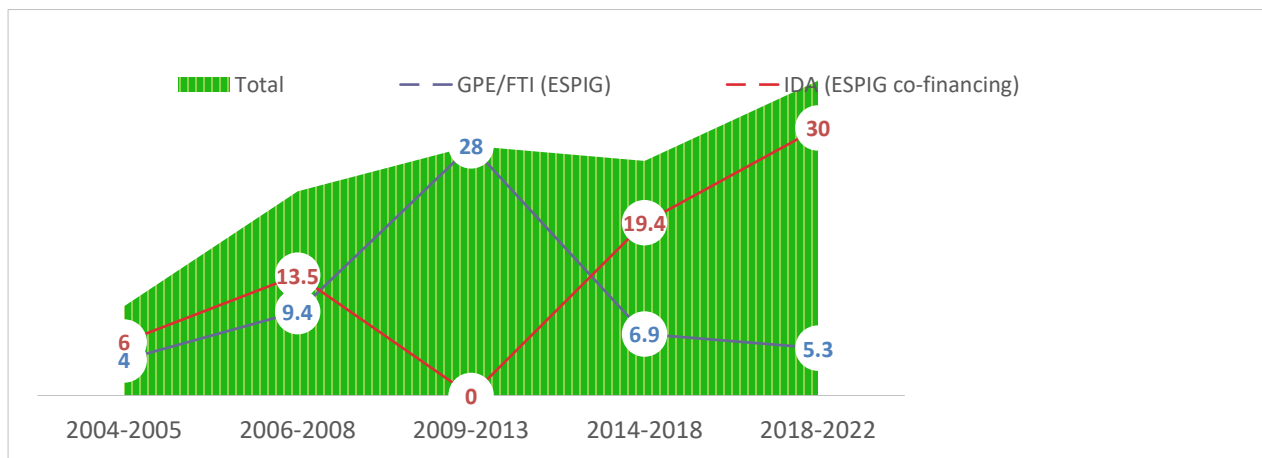
<sup>110</sup> US\$6.9m from GPE, US\$19.4m from IDA, US\$1m from the Early Learning Partnership, and US\$16m from the Government of the Gambia. See section 3.5, finding 11 below for more detail on READ financing.

<sup>111</sup> GPE/IDA co-financing was greatly facilitated by the fact that the World Bank has been the Grant Agent for GPE/FTI grants since 2002. The success of arrangements under the READ project specifically is illustrated by the fact that IDA will continue to act as GA and is further increasing its allocations to the education sector under the 2018-2022 Education Sector Support Project, from US\$19.4 under READ to now US\$30m (source: GPE (2017), The Gambia ESPIG application form Final, August 2017). One IDA stakeholder suggested that the World Bank had explicitly taken the READ track-record into account in deciding to increase its allocation to the sector. Other considerations mentioned included the capacity of MoBSE, and the increase in IDA's general envelope for The Gambia in the coming years.

<sup>112</sup> The specific areas of the sector plan supported by READ/GPE are presented in section 3.5, finding 9, Table 3.2.

<sup>113</sup> Source: GPE (2017), The Gambia ESPIG application form Final, August 2017, p.9. There have been fluctuations, but these are unlikely to be due to GPE crowding out resources. For instance, non-GPE sector funding momentarily declined from US\$7m in 2014 to US\$3.5 in 2015. This is most likely due to the political environment at the time, when tensions between the Government of The Gambia and donor governments led several donors (e.g. DfID, AfD, USAID) to limit their presence in The Gambia. These tensions have dissipated since the transition of power, and interviewees from all stakeholder groups were confident to witness an increase in ODA inflows into The Gambia in coming years.

**Figure 3.3** Increasing IDA co-funding since 2009 is compensating for the decline in GPE/FTI funding<sup>114</sup>



66. In terms of the quality of financing, GPE has incrementally contributed to improvements in 2014-2018. **First**, as captured under indicator 30 of the GPE Results Framework (2017), GPE contributed to the ‘harmonization’ of international financing by supporting the co-financed READ project, which ultimately brought together four financial partners: GPE, WB/IDA, the Government of The Gambia, and the Early Learning Partnership.<sup>115</sup> **Second**, as captured under indicator 29 of the GPE Results Framework (2017), GPE’s ESPIG was at least partially aligned with government systems: the ESPIG was aligned to the sector plan and was reflected in government budgets and reports. However, it was not aligned in terms of treasury, procurement, accounting, or audit procedures.<sup>116</sup> Both alignment and harmonization are supported at MoBSE through the aforementioned PCU, which implements, coordinates and reports on different donor projects. GPE funds, through the READ project, supported the PCU’s coordination and management work by covering some of its salaries and operating costs.<sup>117</sup>

<sup>114</sup> Source: GPE, FTI and World Bank (IDA) grant application and project completion documents, 2003-2017. This graphic only records IDA funding that co-funded FTI/GPE-financed projects. IDA provided substantial funding to the Gambian education sector starting in the 1990s, before the creation of FTI.

<sup>115</sup> This was done using a (co-funded) project approach. There is no pooled funding mechanism for basic education in The Gambia, nor has there been movement towards one, likely due to the historically small amounts of donors and funding involved. There is a joint support fund for the University of the Gambia, funded by BADEA, OFID, and others, but differences in procurement rules have delayed implementation.

<sup>116</sup> Overall, the ESPIG 2014-2018 was aligned on five out of 10 alignment criteria under indicator #29, below the seven out of 10 threshold for a grant to be deemed ‘aligned’ to national systems by GPE.

<sup>117</sup> Source: GPE (2013), The Gambia ESPIG application form, September 2013, p.9. The World Bank’s latest Financial Management (FM) assessment confirms that the PCU has adequate financial management systems in place, including budgeting, fund flows, accounting, financial reporting, and audit. Source: Source: GPE (2017), The Gambia ESPIG application form Final, August 2017, p.31.

67. Despite these observations, some aspects of GPE's ESPIG which were designed to support increased aid effectiveness did not come to fruition.<sup>118</sup> Finally, several stakeholders questioned the decrease in GPE grants since FTI days (see box 3.7).

**Finding 9:** There is no evidence that GPE has contributed to pushing The Gambia towards or above the 20 percent target for domestic allocations to education.

### Box 3.7. Critical perspectives on the changes from FTI's to GPE's funding model

Despite the likely 'crowding in' of IDA resources illustrated in Figure 3.3, several governmental and non-governmental stakeholders in The Gambia expressed criticism about GPE's decreasing country allocations since the transition from FTI. Criticism centered on four points. **First**, in terms of amounts and funding formula, stakeholders praised the strategic emphasis of FTI's catalytic fund on countries with limited donor support (so-called 'donor orphans'), where FTI support could have a transformative impact on the education sector. In contrast, stakeholders felt that GPE's focus had become diluted by including more countries, including very large countries with substantial donor presence, and that the absolute number of out-of-school children was not a good predictor of the impact GPE money would have in those contexts.<sup>119</sup> **Second**, stakeholders felt that GPE allocations did not adequately reflect the positive performance of the sector and MoBSE in recent years, as allocations decreased despite the successful execution of ESPIGs and demonstrated MoBSE capacities. **Third**, in terms of process, both donor and government stakeholders expressed the sentiment that relative to FTI, GPE application processes require more effort for fewer resources. Two individuals (one donor, one government) suggested that The Gambia had considered not applying for further ESPIGs given the required level of effort relative to funds available, and ultimately only applied because of the prospect of significant IDA co-financing.<sup>120</sup> **Finally**, several governmental stakeholders suggested that the aforementioned changes in funding models from FTI to GPE were not clearly communicated or explained to The Gambia as a GPE member.

68. Several of the GPE model's mechanisms to promote domestic spending on education were in effect in The Gambia. They include (a) the GPE funding requirement which requires a country to commit to moving towards or staying above the 20 percent target; (b) advocacy on behalf of increased domestic financing by the country lead during visits, both at joint donor reviews and during meetings with MoFEA; (c) global GPE events, such as the recent GPE replenishment conference in Dakar which was attended by The Gambia's Minister for Basic and Secondary Education and which reminded stakeholders of the importance of domestic education financing; and (d) support via CSEF grants to national civil society

<sup>118</sup> As noted under section 3.5, an unsuccessful aspect of GPE's efforts to support increased alignment were the use of Disbursement-Linked Indicators (DLI) under the READ project. These DLIs triggered bulk budget transfers to MoFEA upon the achievement of certain sectoral targets, which were then expected to be transferred to MoBSE as core support. Though welcomed as a scheme by several interviewed stakeholders (domestic and international), the difficult macroeconomic context prevented MoFEA from forwarding the funds to MoBSE, and the money reserved for DLIs was repurposed as project funding after only two out of eight planned DLI payments were processed.

<sup>119</sup> A key component of the current GPE maximal funding allocation is the number of out-of-school children. Source: GPE (2017). Funding Financing Framework. Eligibility, allocation, and proportionality: recommendations from the strategic financing working group. BOD/2017/03 DOC 04. June 2017. Page 4.

<sup>120</sup> One other consulted individual noted, however, that having a sound education sector strategy in place (partly due to the work invested into GPE-related processes) can help The Gambia attract funding from other sources as donors are returning to the sector.

coalitions to advocate for more and better education, including through increased domestic financing.<sup>121</sup> However, few of these channels appear to have had strong influence over domestic funding allocations, and most were rarely mentioned by stakeholders (though most stakeholders were aware of the 20 percent target).<sup>122</sup> In particular, as noted, with the exception of the civil society coalition that received CSEF grants, stakeholders did not mention CSEF or GRA grants, and in most cases, did not seem aware of them.

69. Overall, as noted in finding six, education remained a relative priority for the government during the review period and real allocations to education have increased in recent years. At the same time, data suggest that the share of public expenditures spent on education has not increased in the review period. Altogether, there is no evidence that GPE has contributed to pushing The Gambia towards or above the 20 percent target.<sup>123</sup> However, there is some evidence that GPE, through the READ project, successfully attracted government financing to support ESMT implementation. Although this has not contributed to an increase in the sector's overall envelope, it likely incentivized the government to support READ capital expenditures, which often suffer from very low execution rates in domestic budgets.<sup>124</sup>

### Validity of assumptions

70. The evaluation found that there is moderate support for the underlying assumption that GPE had sufficient leverage to influence the amount of and the quality of domestic and international education sector financing. GPE had limited leverage on the domestic funding agenda, strong leverage to influence the amount of international funding by attracting co-financing from several partners (including from its grant agent, the World Bank), and some leverage to influence the quality of international funding through its project co-financing mechanism. Further, there is moderate (mixed) support for the underlying assumption that external (contextual) factors were favorable and permitted national and international actors to increase/improve the quality of education sector financing. On the one hand, the presidential and political renewal in The Gambia has created a space for renewed donor commitments and interest, and the country is actively fundraising for its National Development Plan 2018-21, which

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<sup>121</sup> The Education For All Network (EFA-NET) in The Gambia received roughly 0.8m from CSEF (I, II, and III) since 2009. EFA-NET does not primarily focus on financing issues and spends much time working on special needs education. Sources: GPE (2018): Disability and Inclusive Education. A Stocktake of Education Sector Plans and GPE-Funded Grants. Washington DC., p.54; and stakeholder interviews.

<sup>122</sup> Of note, the application to GPE for the 2014-2018 ESPIG did not explicitly refer to the requirement to reach or move towards the 20% target (application documents show the target was reached in 2010, but not in 2011, 12, or 13). The application (p.12) refers to the fact that the financing gap in the sector may be filled if domestic spending on recurrent expenditures remains at least at 15% of domestic revenue (but does not note this as a formal requirement).

<sup>123</sup> One reason mentioned by MoBSE stakeholders is that received amounts often differ from budgeted amounts, an issue that particularly affects non-salary and capital development budgets. MoBSE attempts to counteract this by monitoring changes in its actual or budgeted allocations but noted that capacity and staffing constraints do not always enable it to prevent or challenge changes in its allocations, which can be driven by other considerations of the central government. GPE or the READ project did not support MoBSE's budget directorate.

<sup>124</sup> The government was *expected* to co-finance READ to the amount of US\$16m. However no consolidated estimate of the figure actually spent by the government on READ was available, to validate whether the money was actually thus spent.



prominently includes education. On the other hand, the country is severely constrained by its large debt, and the coming years may bring fiscal consolidation rather than the expansion of education spending.

### Additional factors and unintended effects

71. **Positive** factors beyond GPE support that have influenced the observed characteristics of sector financing are, first, the renewal of donor interest following the political and presidential transition. Sector stakeholders mentioned Kuwait, China, the US, the UK, and France as countries with whom potential future support for the education sector was currently being negotiated. Secondly, the strong leadership, planning and financial management capacities of the MoBSE and the PCU contribute to sound sector financing by focusing funding on agreed priorities and by channeling all funding through a joint implementation outlet (the PCU) that can identify synergies and eliminate redundancies. MoBSE's strong capacities have also enabled it to monitor its annual allocations from MoFEA and flag any discrepancies between the budget appropriated for MoBSE by parliament and actual quarterly disbursements.<sup>125</sup>

72. **Negative** factors beyond GPE support that have influenced the observed characteristics of sector financing are the country's fiscal imbalances, particularly the substantial debt inherited from the former president's administration (despite certain efforts by creditors since the political transition to forgive or restructure debt).

73. The evaluation did not find evidence of any unintended, positive or negative, effects of GPE support on sector financing. In particular, the evaluation found no evidence that GPE funding crowded out either domestic or international financing from basic education.

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<sup>125</sup> Source: interviews with senior MoBSE officials.

## 3.5 Sector plan implementation<sup>126</sup>

### Box 3.8: Assessment of Contribution Claim D.

**Claim:** “GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.”

**Assessment:** Available evidence **supports** the GPE contribution claim related to education sector plan implementation.

**Assessment is based on:** (a) The Gambia made progress in most of the priority areas outlined in the 2014-2022 ESP and the corresponding 2014-2017 ESMTP. The GPE/World Bank funded READ project contributed considerably to related efforts and achievements; (b) Available evidence indicates that the likelihood of the assumptions underlying the contribution claim holding true in The Gambian context is strong for five and moderate for one assumption;<sup>127</sup> (c) Initiatives implemented with financial support from other development partners also contributed to ESSP/ESMTP implementation, but not in the same areas as those supported by the GPE/WB-funded READ project.

This overall assessment is discussed in the following paragraphs.

Please see Appendix VIII for a visual representation of evaluation findings on GPE contributions to sector plan implementation.

### Strengths and weaknesses of ESSP 2014-2022/ESMTP 2014-2017 implementation

**Finding 10:** Progress has been made under most key initiatives envisaged in the ESMTP. It is difficult to precisely assess the extent to which the ESMTP 2014-2017 has been implemented, however, given that the government’s sector monitoring focused on high-level indicators rather than outputs.

74. It is difficult to precisely assess the extent to which the ESMTP 2014-17 has been implemented, given that available documentation (such as MoBSE annual reports and presentations to the JDR) focuses on high-level indicators at system and impact levels and does not summarize progress on activities and output targets. Section 4 of this report provides details on key achievements made during the review period in relation to the ESSP/ESMTP’s three overarching objectives related to Access and Equity, Quality and Relevance, and Sector Management and, where related data are available, on the extent to which ESMTP targets for 2017 were met.

<sup>126</sup> This section addresses evaluation questions CEQ 1.2 (What have been strengths and weaknesses of sector plan implementation during the period under review?), 1.3 (How has GPE contributed to the observed characteristics of sector planning and sector plan implementation?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

<sup>127</sup> See sub-section on ‘validity of assumptions’ below.

75. Overall, these system-level data indicate that ESSP/ESMTP implementation has been successful. However, detailed output level information that would allow linking such system-level change more directly to specific aspects of ESSP/ESMTP implementation is available only for interventions under the READ project (see finding 11).

76. ESMTP 2014-2017 cost and financing estimates indicate that some envisaged initiatives did not receive dedicated budget allocations from either the GoG or development partners.<sup>128</sup> These included initiatives for Special Needs Education and gender equity-focused pupil scholarships.

## Has GPE contributed to ESSP 2014-2022/ESMTP 2014-2017 implementation? How?

**Finding 11: GPE's financial and, to a lesser extent, non-financial support contributed considerably to ESSP/ESMTP implementation.**

### Contributions through GPE-funded grants

77. During the period under review, GPE financially supported The Gambia with a Program Development Grant of US\$ 197,500 and an ESPIG of US\$6.9 million, which was equal to 100 percent of the indicated allocation in the GPE Needs and Performance Framework.<sup>129</sup> These funds – together with an initial US\$11.9 million from the International Development Association (IDA) supported the development and implementation of activities under the World Bank-managed Results for Education Achievement and Development (READ) project. See Box 3.9. In addition, the Government of The Gambia (GoG) envisaged government co-funding for READ of US\$16 million.

78. In June 2016, READ was restructured to reflect (i) an additional grant of US\$1 million received from the Early Learning Partnership (ELP) to support ECD; (ii) an additional grant from IDA of US\$7.5 million to help finance teacher salaries for six months and school grants for seven months; (iii) the cancellation of two disbursement linked indicators (DLI).<sup>130</sup> DLIs are further discussed in the sub-section on 'additional factors' below. Following the restructuring, total READ resources (including GoG contributions) amounted to US\$43.3 million.

79. The READ project had four components. The first three components addressed different thematic issues aligned with ESSP 2014-2022 priorities (see Table 3.3), with most resources invested in components 1 and 2. The fourth component cut across thematic areas and linked the achievement of specific indicators under these areas to the disbursement of funds to the Ministry of Finance and Economic Affairs.

- **Increase access to basic education** (after restructuring, allocated project resources for this component were US\$13.2 million or 30.5 percent of the READ budget)

<sup>128</sup> Based on document review and stakeholder consultations the most likely reasons for these allocation gaps are that both government and development partners' resources were finite and that (i) development partners focused resources based on their own priorities/areas of expertise, while (ii) the government chose to allocate more substantial amounts to fewer areas as opposed to covering all areas but with fewer resources.

<sup>129</sup> The Gambia ESPIG Grant Application, October 2013.

<sup>130</sup> Meeting minutes of the GPE Grant Applications Review Committee (GARC) on Gambia ESPIG Restructuring, June 20, 2016

- **Improve quality of teaching and learning** (US\$22.6 million or 52.2 percent of the READ budget)
- **Technical and institutional support** (US\$5.9 million or 13.6 percent)
- **Disbursement Linked Indicators** (US\$1.6 million or 3.7 percent).

80. By early 2018, the READ project had completed most of its planned activities and achieved or exceeded its targets for 10 of the project's 14 thematic sub-components and partially achieved targets for the remaining four.<sup>135</sup> Also, the government of The Gambia met three of the eight Disbursement Linked Indicators originally included in the READ design.<sup>136</sup> Overall, READ implementation contributed to progress towards at least 12 of the 28 main deliverables outlined in the ESSP 2014-2022 (see Appendix X) and fully or partly supported 16 out of 25 specific initiatives for sector plan implementation described in the 2014-2017 ESMTMP's cost estimates (see Appendix XIII).

#### **Box 3.9: Estimated IDA/GPE share of ESSP and ESMTMP financing<sup>131</sup>**

The ESSP 2014-2022 estimated a total cost of US\$200.37 million for implementation of the plan's basic and secondary education components. At the time of ESSP completion, the total expected available (domestic and international) financing for these components was US\$105.34 million or 52.5 percent of total costs. Out of the anticipated available financing, IDA/GPE were expected to contribute a total of US\$15.68 million.<sup>132</sup> or 17.7 percent. Only the Government of The Gambia (GoG) (with US\$68.9 million or 65 percent of total available financing) and the World Food Program (with US\$19 million or 18 percent) were expected to contribute more.<sup>133</sup>

For the period 2014-2017 covered by the ESMTMP, the total estimated total costs of the basic and secondary education components were US\$ 91.7 million. Out of this, US\$ 69.3 million (75 percent) of financing were expected to be available, for a funding gap of US\$ 22.4 million (25 percent). For this period, IDA/GPE's estimated contribution of US\$ 15.68 million.<sup>134</sup> constituted the largest donor share (17 percent) behind the GoG's expected share of US\$ 17.8 million (19.4 percent). Other donors expected to contribute to basic and secondary education over the period were WFP (12.7 million), BADEA (10 million), the IDB (10 million), and UNICEF (3 million). See also Figure 3.1 in section 3.4.

<sup>131</sup> Please note that figures are estimates as shown in the ESSP 2014-2022/ESMTMP 2014-2017 that do not reflect actual GPE/IDA contributions or actual amounts financed by the Government of The Gambia.

<sup>132</sup> As noted above, the actual initial READ budget of US\$18.8 million (US\$6.9 million from GPE and US\$11.9 million from IDA) exceeded this estimated amount.

<sup>133</sup> All of WFP's resources were allocated to the school feeding program and thus to only one of the 25 implementation streams. Also, the noted US\$19 million was for the full 2014-2022 period, not just the ESMTMP 2014-2017.

<sup>134</sup> The ESSP and ESMTMP give differing amounts for the anticipated GPE/IDA contribution, possibly due to a simple mistake by which the last two digits (US\$ 15.68 million versus US\$ 15.86 million) were reversed.

<sup>135</sup> As of January 2018, the date of the latest WB implementation status and results report on the READ project, disbursement was still pending on two of five project development objective indicators related to the disbursement of textbooks and civil works (school construction).

<sup>136</sup> The three achieved DLIs related to: MoBSE transferring the first tranche of annual school grants by September 15 of year 0 to all public lower basic schools (DLI #2) by September 15 of year 1 to all public upper basic schools (DLI #3); and to Annual school census data collection being carried out including in Madrassas and with a minimum of 95% response rate, and a related analytical report released by May 2014 (DLI #6).

81. Key READ achievements related to project components 1-3 are summarized in Table 3.4, which also indicates which ESSP key deliverables the respective project component contributed to. Please see Appendix XI for additional information on the achievement of specific READ and ESMTTP targets.

**Table 3.4 Selected READ contributions to ESMTTP implementation<sup>137</sup>**

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS (BY JANUARY 2018)	ESMTTP 2014-2017 MAIN DELIVERABLES FULLY OR PARTIALLY SUPPORTED THROUGH THE GPE ESPIG CO-FUNDED READ PROJECT
<b>1. Increase access to basic education</b>		<b>Access and equity</b>
<b>1.1 School construction</b>	Construction of 40 primary level multi-grade schools (80 classrooms) and water points in remote areas, which do not have a lower basic school within 3 kilometers. Finalization of 36 urban classrooms.	<b>Schools conducive for teaching and learning</b>
<b>1.2 Design, production and supply of donkey carts</b>	Provision of 100 donkey carts using a lighter design than had been introduced under ESSP I to provide transportation for approximately 2,000 ECD and early grade students who find the 3km walk to school difficult. <sup>138</sup>	<b>Increased learning opportunities in basic education institutions</b>
<b>1.3 Early Childhood Development</b>	Supported the training of community-based facilitators, the development and dissemination of learning materials, as well as facilitator supervision and monitoring. The latter involved the development of an ECD monitoring tool. Also, READ financed the construction of 29 ECD classrooms (attached to or next to 29 multi-grade classrooms) and conducted an impact evaluation comparing community based and annexed ECD classrooms. <sup>139</sup>	<b>Children/Students adequately prepared for teaching and learning</b>

<sup>137</sup> Sources: 1. WB implementation status and results report, January 2018. 2. World Bank/IDA (2017): Project Appraisal Document on a proposed credit in the amount of US\$ 30 Million equivalent and proposed GPE Grant in the amount of US\$ 5 million to the Ministry of Finance and Economic Affairs for The Gambia Education Sector Support Program 2018-2021. Annex 4 (p. 61-66).

<sup>138</sup> The Government of The Gambia covered the costs of donkeys, while the READ project financed the carts.

<sup>139</sup> The evaluation showed better learning outcome in the annexed approach, likely due to fewer contact hours and less training for community-based teachers. However, going forward the government has decided to pursue a blended approach, using both community based and annexed approaches, in order to rapidly expand affordable early childhood programs in a larger number of communities. Source: World Bank (2017) PAD Gambia Education Support Project 2018- 2021.

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS (BY JANUARY 2018)	ESMTP 2014-2017 MAIN DELIVERABLES FULLY OR PARTIALLY SUPPORTED THROUGH THE GPE ESPIG CO-FUNDED READ PROJECT
<b>1.4 School grants</b>	READ financed school grants and stationary kits to 77 public UBS schools in regions 3-6 while the government financed sub-grants to a remaining 100 public UBS schools and to all public LBS schools. The project provided a total of 46,731 stationary packages to LBS students in hardship areas. <sup>140</sup>	<b>All levies in public schools abolished in favor of grants</b>
<b>2. Improve quality of teaching and learning</b>		<b>Quality and Relevance</b>
<b>2.1 Enhancing teacher training</b>	In collaboration with The Gambia college, restructuring of the primary teacher certification (PTC) and higher teacher certificate (HTC) including redesign of the program and development of a professional examination. Laid foundations for the development of a professional end-of-year examination.	<b>Highly qualified staff motivated and retained</b>
<b>2.2 Stipends for teacher students</b>	READ provided teacher trainee stipends to attract school leavers to advanced teacher training with additional incentives for those in mathematics (1600 HTC and 700 PTC).	<b>Retention and performance of teaching staff improved</b>
<b>2.3 Hardship allowances</b>	The project paid for hardship allowances for 1800 LBE teachers in remote areas including additional incentives for female teachers. (The GoG financed allowances for an additional 400 UBE teachers). <sup>141</sup>	<b>Retention and performance of teaching staff improved</b>
<b>2.4 Extended teacher continuing professional development</b>	Three cohorts of teachers trained in English and Mathematics. 1 <sup>st</sup> cohort 3,000 LBS teachers, 130 days of training over 3 years; 2 <sup>nd</sup> cohort: 1,000 LBS teachers with 70 days of training, 3 <sup>rd</sup> cohort of 1,391 teachers with 50 days of training.	<b>Retention and performance of teaching staff improved</b>
<b>2.5 Classroom observation tool</b>	Development of a simple classroom observation tool used by head teachers, cluster monitors and Standards and Quality Assurance Directorate (SQAD) including requisite training.	<b>Effective and efficient school management</b>
<b>2.6 Early Literacy in National Language (ELINL)</b>	Creation of The Gambia Reads reading program (biliteracy programming consisting of national languages and English). Early grade textbooks revised, and leveled readers developed, with teacher guides and training manuals to follow by project close. LBS teachers teaching Grades 1 -3 provided with training on the integrated reading strategy.	<b>The literacy and numeracy skills of early graders improved through ELINL and, Early Grade Numeracy Program (EGNP)</b>

<sup>140</sup> As noted in footnote 136, READ emphasized the need for timely transfer of school grants from MoBSE to schools through the use of disbursement linked indicators DLI # 2 and #3 related to this issue.

<sup>141</sup> Hardship allowances had already been introduced under the previous ESSP.

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS (BY JANUARY 2018)	ESMTP 2014-2017 MAIN DELIVERABLES FULLY OR PARTIALLY SUPPORTED THROUGH THE GPE ESPIG CO-FUNDED READ PROJECT
<b>2.7 Conditional cash transfers (CCT) to Koranic Schools</b>	<p>The CCT scheme had been piloted in 12 Majalis under the previous ESSP 2006-2015<sup>142</sup> to serve a segment of the population whose option for education is neither conventional nor madrassah education. Under the CCT scheme, heads of majalis receive a monthly subsidy (of 100 Gambian Dalassi per pupil and month) on the condition that the children are released on certain days to receive instruction in literacy, numeracy and life skills from identified and trained facilitators. Also, the religious leaders commit to not sending the children out to beg for money. Under the READ project, the initiative was scaled up to include 17 centers, reaching approximately 1,500 children. In addition, an evaluation of the CCT scheme was carried out.</p>	<p><b>Out-of-school children provided with an alternative form of education through a conditional cash transfer (CCT) scheme</b></p>
<b>2.8 LEARNET</b>	<p>Learn, Education, Activities, and Resources Network (LEARNET). The model was meant to strengthen ICT enabled innovations for school management, generate e-content and improve quality of teaching using technology through a public-private partnership (including broadband access, local area network, etc.). The approach was ambitious, and the private sector partnership never came to fruition to assist with high capital costs (e.g., broadband, renewable energy).</p> <p>The project piloted interactive technology supported teaching methods and installed requisite solar panels on a set of pilot schools. However, the original target of installing cable-linked broadband to all 147 senior secondary and upper basic public schools in the country was abandoned.</p>	<p><b>Schools, skills centers, tertiary and higher education environment conducive for teaching and learning.</b></p> <p><b>Adequate quality and quantity of teaching and learning materials made available for all levels of education &amp; training</b></p> <p><b>Retention and performance of teaching staff improved.</b></p> <p><b>Effective and efficient school management</b></p>

<sup>142</sup> supported by the FTI/GPE grant 2009-2013.

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS (BY JANUARY 2018)	ESMTP 2014-2017 MAIN DELIVERABLES FULLY OR PARTIALLY SUPPORTED THROUGH THE GPE ESPIG CO-FUNDED READ PROJECT
<b>3. Improve quality of teaching and learning</b>		<b>Sector management</b>
<b>3.1 Communications strategy</b>	Supported the development of a Basic Education Sector communications strategy. Implementation of the strategy is not yet complete and will be supported under the next IDA/GPE project starting in 2018.	<b>Institutional strengthening</b>
<b>3.2 Institutional support and capacity building</b>	Including linking NAT assessments of different years to allow for comparability of results; <sup>143</sup> linking EMIS school level data, HR data, learning outcomes results, and regional data. READ also paid for some salaries and operating costs of the MoBSE Project Coordination Unit.	<b>Effective education management information system developed and implemented</b>

82. In addition to the ESPIG co-funded READ project, CSEF resources allowed the Gambian CSO coalition EFANET to conduct advocacy for the rights of persons with disabilities to quality education in terms of access to disabled friendly school infrastructure, and to offer sensitization training on learners with special needs to approximately 300 individuals (including CSO representatives, parents, religious/traditional leaders, teachers, students, cluster monitors and other RED staff, members of school management committees) in all six regions.<sup>144</sup>

### ***GPE contributions through non-financial support***

83. READ implementation progress reports compiled by the World Bank (WB), as well as interviews with MoBSE and MoHERST representatives, LEG members and the Secretariat indicate that the World Bank fulfilled the grant agent role diligently and competently. Facilitated by the WB and the Secretariat country lead, GPE demonstrated flexibility and the ability to adjust the READ design to the evolving country context (see discussion of disbursement linked indicators in sub-section on 'additional factors' below).

84. UNICEF, as the coordinating agency (CA), indirectly supported ESSP implementation through its leadership for the LEG (see section 3.3), which included facilitating the LEG's review of and inputs to the original READ project design and its restructuring.

<sup>143</sup> National Assessment Tests are conducted every two years for Grade 3 and 5. NAT results are comparable every 4-5 years taking into account level of difficulty and discrimination of test items. For example, for Grade 5, test results from 2012 and 2016 are comparable; for Grade 3, results from 2012 and 2017. Results cannot be compared year by year as test specifications may sometimes be different to cover different curriculum content, and as the level of difficulty may vary by year. Source: MoBSE Assessment Unit (2017): Analysis of NAT 2012 and 2016 Grade 5 Results. Slide presentation for the Joint Donor Review April 25, 2017.

<sup>144</sup> Sources: GPE (2018): Disability and Inclusive Education. A Stocktake of Education Sector Plans and GPE-Funded Grants. Washington DC., p.54; and stakeholder interviews.



85. Most consulted MoBSE representatives and development partners described GPE grant application and (ESPIG) program development processes as demanding yet manageable, but also noted some room for improvement, as shown in Table 3.5.

**Table 3.5 Stakeholder perceptions of the ESPIG application and program development process**

ISSUE	POSITIVE	ROOM FOR IMPROVEMENT
ESPIG application and program development processes	<p>Collaborative nature of the processes</p> <p>Leadership provided by the grant agent</p> <p>Secretariat quality review of grant application provided helped meet GPE requirements and improve the proposed program funded with the ESPIG (READ)</p>	<p>Perception that the complexity and required level of effort for GPE processes compared negatively to those in place under the FTI, and that GPE appears to have increased bureaucratic requirements.<sup>145</sup></p> <p><i>The FTI tried to live up to its name by making grant applications easy and fast. GPE appears to do the opposite and keeps adding more elements and requirements. (Development partner<sup>146</sup>)</i></p>
Collaboration between CA, GA and Secretariat	<p>Overall satisfaction with frequency and quality of interactions (supportive, transparent, relevant).</p>	n/a

### Validity of assumptions

86. The likelihood of the country-level ToC's underlying assumptions related to sector plan implementation holding true were rated 'strong' for five of the six assumptions. Available evidence indicates that relevant government actors had the technical capabilities to implement the sector plan; country level development partners aligned their activities with the priorities of the sector plan and worked through the LEG as consultative and advisory forums; country level stakeholders took part in regular, evidence-based sector reviews (both in the context of JDR and CCM) and applied recommendations deriving from these to enhance sector plan implementation; and the ESSP included provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

<sup>145</sup> One example given was the need to fill out the funding model requirements matrix as part of the latest application round in 2017.

<sup>146</sup> Another development partner expressed a similar sentiment: *I get the sense that over the past few years, many development partners have increasingly tried to simplify processes and make them less cumbersome for developing countries. However, for some reason GPE seems to be going the other way.*

87. The likelihood that relevant government actors have the opportunity (i.e., a conducive environment and domestic and international funding that is sufficient in quantity and adequate in quality) was rated 'moderate'. Based on estimates in the ESMTP 2014-2017, sector plan elements related to Basic and Secondary education were funded to only 75 percent (US\$69,850,000 out of a required US\$92,000,000).<sup>147</sup>

### Additional factors and unintended effects

88. The main additional factor beyond GPE support that positively influenced ESSP/ESMTP implementation was funding and technical assistance for addressing ESSP/ESMTP priorities provided by other donors and international organizations outside of their roles as GPE members. See Box 3.10.

89. Other development partners' initiatives related to improving education access and equity do not overlap with work done under the READ project. UNICEF's PIQSS program addressed some of the same thematic areas under improving education quality and relevance as READ, but stakeholder consultations and document review provided no information on whether or to what extent the initiatives complemented or duplicated each other.<sup>151</sup>

#### **Box 3.10: Other development partners' expected financial support to ESMTP 2014-2017 implementation (basic and secondary education)<sup>148</sup>**

##### Access and Equity:

WFP – US\$12,699,000 for school feeding<sup>149</sup>

UNESCO – US\$150,000 for adult and non-formal education

Islamic Development Bank - US\$9,014,000 for Madrassah education, including infrastructure, TLMs, teacher upgrading and training

##### Quality and Relevance

UNICEF – US\$3,000,000 for the Program for Improved Quality and Standards in Schools (PIQSS)<sup>150</sup>

<sup>147</sup> Higher Education was projected to be funded to 64% (US\$60,029,000 out of US\$93,510,000). Of the total expected resources for Higher Education, only 9% stem from the GoG, while 91% was promised by development partners.

<sup>148</sup> ESMTP p. 47ff. ESMTP implementation in relation to higher education was supported by International Cooperation and Development Fund (ICDF) Taiwan (Republic of China), the Islamic Development Bank (IDB), the Saudi Fund, the Arab Bank for Economic Development in Africa (BADEA), the OPEC fund for International Development (OFID), and the African Development Bank (ADB).

<sup>149</sup> WFP expected contributions to the whole period of the ESSP 2014-2022 was US\$19 million.

<sup>150</sup> PIQSS has been implemented in 90 schools in poor, rural areas and covers efforts to improve the school environment and management, teaching and learning, children's wellbeing, community participation, and ECD.

<sup>151</sup> The UNICEF Gambia website describes PIQSS achievements only up to 2014. See:

[https://www.unicef.org/gambia/activities\\_682.html](https://www.unicef.org/gambia/activities_682.html)

90. The main factor that negatively affected ESSP/ESMTP implementation was the constrained macroeconomic environment. The initial READ project design included eight disbursement linked indicators (DLIs) to incentivize disbursement. Use of these DLIs encountered challenges, however, resulting in a restructuring of the project in 2016 and cancellation of five of the eight DLIs and reallocation of their funds.<sup>152</sup> This was despite the fact that throughout the life of the project, its disbursement rate continuously remained ahead of schedule.

The DLI funds were designed to be transferred to the Government's consolidated account in the Ministry of Finance (MoFEA) once the MoBSE met the annual DLIs, and indeed for 2 of the 8 DLIs the project funds were transferred to the MoFEA. However, owing to the severely limited fiscal space, the sector never received the funds from the central account. In the resource constrained context, the MoFEA were not able to fully execute the budget, meaning that, even in cases where DLIs were fully met, money failed to be transferred from the MoFEA to the MoBSE.<sup>153</sup>

91. The lack of domestic resources and the limited availability of international sector funding also meant that the estimated costs of several initiatives envisaged under the sector plan were only partly covered (e.g., costs for required physical facilities and teaching and learning materials) or not covered at all (e.g., Special Needs Education), leading to a lack of targeted initiatives in these areas.

92. The evaluation found no evidence of unintended, positive or negative, effects of GPE support to ESSP/ESMTP implementation.

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<sup>152</sup> The respective indicators were kept, however, as regular performance indicators, albeit not as ones that would trigger the release of funds.

<sup>153</sup> WB (2017): Project Appraisal Document for The Gambia Education Sector Support Program 2018-2021, and consultations with World Bank, GPE and MoBSE representatives. The new WB/GPE co-funded project will, at least until 2020, not include DLIs so as to facilitate financial recovery of the financial context.

## 4 Progress towards a stronger education system<sup>154</sup>

93. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: “Has the achievement of country-level objectives<sup>155</sup> contributed to making the overall education system in The Gambia more effective and efficient?”

94. Progress in this regard is measured by drawing on evidence of achievements in the three priority areas outlined in the 2014-2022 Education Sector Strategic Plan and the accompanying 2014-2017 Education Sector Medium Term Plan.<sup>156</sup> The analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools, MoBSE), as well as changes in relevant rules, norms and frameworks (e.g., standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.<sup>157</sup>

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<sup>154</sup> This section addresses evaluation questions CEQ 4 (During the period under review, how has the education system changed in relation to (a) quality of teaching/instruction, (b) evidence-based, transparent decision making, and (c) country-specific areas of system strengthening?). Following feedback from the Secretariat on previous reports (Sierra Leone and Burkina Faso), the section is structured according to the priority areas outlined in the ESSP 2014-2012.

<sup>155</sup> In particular implementation of the ESSP/ESMTP.

<sup>156</sup> (i) Access and Equity; (ii) Quality and Relevance; (iii) Sector Management.

<sup>157</sup> Please see definition of ‘education systems’ in the terminology table of this report. The GPE 2020 corporate results framework indicators defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing); (b) equitable allocation of teachers (RF11, covered here under Access and Equity); (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance); (d) reduced student dropout and repetition rates (RF13, covered in section 5); (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

**Finding 12:** During the 2014-2018 period, various mutually complementary elements of the education system have been strengthened that are relevant to removing barriers to education access, enhancing education quality and sector management.

**Box 4.1: Assessment of Contribution Claim E.**

**Claim:** “The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.”

**Assessment:** The evaluation found that available evidence **supports** the contribution claim related to strengthening the education system.

**Assessment is based on:** (a) There has been progress towards most areas of systems strengthening outlined in the ESSP 2014-2022; (b) the likelihood of the four assumptions underlying the contribution claim holding true in The Gambia context was rated ‘high’ for two, and ‘moderate’ for two;<sup>158</sup> (c) There are no alternative factors beyond implementation of the 2014-2022 and the previous (2006-2015) ESSP that explain the noted positive changes during the review period.

This overall assessment is discussed in the following paragraphs.

### System level changes aiming to improve access to education and equity

95. During the review period, MoBSE, in collaboration with development partners, expanded existing measures and put in place new measures aimed at removing barriers to equitable school access.

- **Reduced distance to schools:** Since 2013, a total of 205 LBE schools and 93 UBE schools were constructed<sup>159</sup> (see Figure 4.1) constituting an increase in the total number of schools of 26 percent for LBE and of 30 percent for UBE levels. This allowed making progress towards the government policy goal of all communities having an approved LBE school within two kilometers.<sup>160</sup> From 2012 to 2016, the percentage of children travelling less than 30 minutes to school increased from 46.2 percent to 53.8 percent, while the percentage travelling for more than one hour – while still considerable - declined from 24.2 percent to 18.1 percent.<sup>161</sup> Access to UBE schools remains challenging, with the closest schools being further (in some regions up to 20 kilometers) and, in some cases, requiring families to pay for transport.<sup>162</sup>

<sup>158</sup> See sub-section on ‘validity of assumptions’ for a discussion of these assumptions.

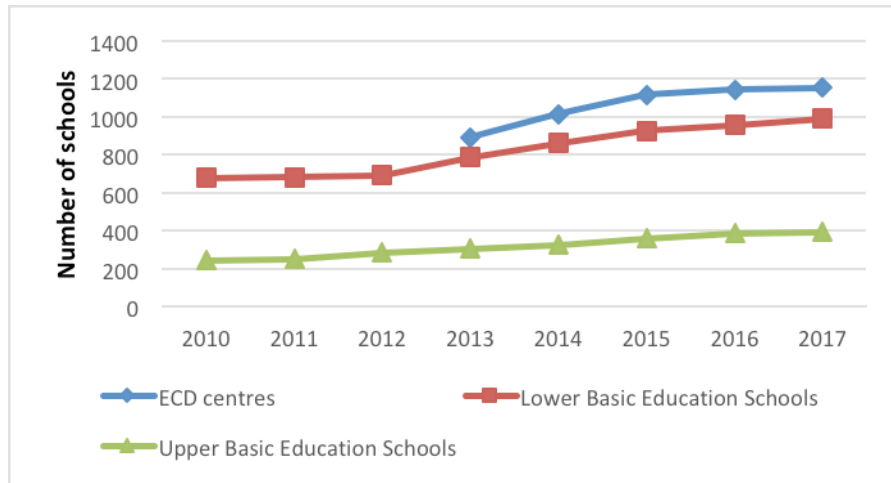
<sup>159</sup> MoBSE Statistical Yearbook 2016/2017. The target of the ESMTTP 2014-2017 was to construct 1,031 LBS classrooms, and 560 UBS classrooms. Available data are on new schools constructed, not the number of classrooms. By January 2018, READ had contributed to the construction of 120 classrooms, equal to 11.7% of the envisaged LBS-related target.

<sup>160</sup> In 2015, 66% of LBS students traveled less than two kilometers, and 84% traveled less than three kilometers to school. The distance varies by region, with 100% of students in Region 1 able to access a school within two kilometres, but only 63% in Regions 2 and 5. Source: ESA 2017, p. 47. One consulted stakeholder noted that this calculation is based on children in school, i.e., children out-of-school may not have a school within a 2-3km range.

<sup>161</sup> MoBSE (2017): Analysis of NAT 2012 and 2016 Grade 5 Results. Power Point Presentation for the Joint Donor Review, April 25, 2017.

<sup>162</sup> Ibid.

**Figure 4.1** Increase in the number of schools in The Gambia



Source: MoBSE Statistical Yearbook 2016/2017

- **The number of schools with separate washroom facilities for boys and girls**, as a measure to improve access especially for female students, increased from 378 in 2010 to 924 in 2015.<sup>163</sup>
- **Lowering the cost of education to families.** School fees and levies for public LBE schools were abolished in 2013,<sup>164</sup> and the related loss in school income mitigated through School Improvement Grants (SIG).<sup>165</sup> During the 2014-2018 period, SIGs were expanded to also cover public Upper Basic and Senior Secondary schools. Nevertheless, households continue to carry considerable costs including for school uniforms, stationary and school lunches in areas not served by school feeding programs.<sup>166</sup> While a 2013 study of surveyed families cited the high costs of education as the

<sup>163</sup> ESA 2017, p.47. On average, 76% of schools now have separate toilets. The percentage varies by region, from 69% in (the more rural) Region 3 to 84% in the more urban Region 1. The ESSP and ESMTP did not have specific targets in this regard. The ESA is not explicit on whether the “N” these percentages are based on is limited to UBE and LBE schools (a combined total of 1,393 in 2016/17 according to the MoBSE Statistical Yearbook) or also includes SSS schools (171 schools).

<sup>164</sup> The Gambian constitution requires that basic education shall be free, compulsory and available to all. The removal of school fees and levies has brought the country closer to ensuring free education but consulted MoBSE staff and development partners agreed that currently, given the high percentage of out-of-school children, the government is not in a position to enforce the requirement of compulsory basic education.

<sup>165</sup> The amount of a SIG is calculated on the number of students served by a school, based on a rate of 100 Gambian Dalasi/year per student at LBE level (150 Dalasi in hardship areas). Consultations with CSO representatives indicated that these amounts are considerably higher than what schools had previously charged parents in fees (about 15 Dalasi per child and year). Rates at UBE level are now 575 Dalasi per student and year, up from around 375 Dalasi. This implies a net gain in resources per child for schools. (Source: Interview with school principal/CSO representative).

<sup>166</sup> The WFP-supported school feeding program for children aged 6-12 has been in place since 2012 and supports vulnerable communities in five of the six regions, reaching more than 100,000 students in 368 schools. The program further contributes to lowering education-related costs to households. The 2014-2017 ESMTP target was to provide 180,000 students with regular lunches.

biggest obstacle to school enrollment, the most recent 2015 Integrated Household Survey (IHS) showed that religious preferences are now the main reason for children staying out of school.<sup>167</sup>

- **Offering alternative education for children who are out of school primarily due to religious reasons:** Introducing CCTs to Koranic schools (see section 3.5 on READ contributions) and evaluating related results has provided an evidence base that The Gambian government can now use to expand the program and, thereby, reach more out-of-school children. Choosing an approach based on positive incentives rather than sanctions is promising given that the aim is to gradually change (religiously motivated) social norms/conventions in the targeted communities.<sup>168</sup>
- **Expanding pre-basic education to improve children's readiness for school:** The number of ECD centers increased from 892 in 2013 to 1,154 in 2017, exceeding the ESMTTP 2014-2017 target of establishing 40 new ECD sheds.<sup>169</sup> The government focused on expanding ECD opportunities in rural and poorer areas to ensure more equitable opportunities for school readiness.

96. **More equitable deployment of qualified teachers:** In 2005 under the previous ESSP (2006-2015), the Gambia introduced hardship allowances, providing a salary premium of 30-40 percent, combined with the construction of teacher accommodation facilities, to incentivize qualified LBE teachers to work in remote areas. During the 2014-2018 period,<sup>170</sup> these allowances were expanded to include UBE teachers. Additional financial incentives were offered for female teachers and to those working in very remote areas. A 2013 evaluation found that due to the hardship grants the proportion of qualified teachers increased at a faster rate in hard to reach areas than in others.<sup>171</sup> ESA 2017 data confirm this observation by noting particularly high changes in the percentage of qualified teachers between 2010 and 2016 in rural regions 6 and 4, both of which were targeted through the hardship allowance program. See Figure 4.2.<sup>172</sup>

<sup>167</sup> ESSP 2016-2030, p.9. According to the Appraisal report of the ESSP 2016-2030, the only exception is Region 6, where the cost of schooling accounts for a quarter of households with out-of-school children, religion coming second.

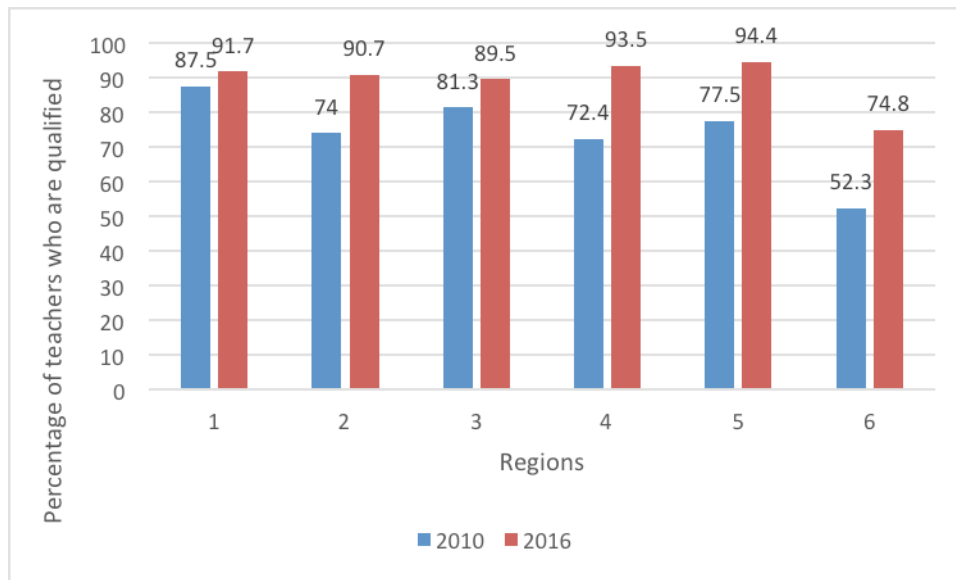
<sup>168</sup> In recent years, the question of how to understand and influence social norms has been explored especially in relation to harmful cultural practices such as child marriage and female genital mutilation. See, for example Mackie, G. and Moneti, F. (2014): What are Social Norms? How are They Measured? UNICEF/UCSD Centre on Global Justice. Working Paper. San Diego/New York, September 2014. Key insights from current research include: (i) changing social norms/conventions is not easy. Legislative change and sanctions alone are often not sufficient to affect behaviour change but run the risk of the respective practice going 'underground'. (ii) Efforts to influence social conventions need to start from understanding the positive role/value that the convention carries in the respective community. This implies that efforts aiming to influence what children are taught in majalis need to start from the understanding that parents who enroll their children in majalis do so because they consider this choice as being to the benefit of their children.

<sup>169</sup> MoBSE Statistical Yearbook 2016/2017. In 2016/2017, 402 ECD centers were public and 752 were private (of these, 183 were Madrassas). There is no comparative data available for 2013.

<sup>170</sup> With support from the READ project.

<sup>171</sup> Todd Pugatch and Elizabeth Schroeder (2013): Incentives for Teacher Relocation: Evidence from The Gambian Hardship Allowance.

<sup>172</sup> The GPE Results Framework (RF11) measures the equitable allocation of teachers by the variance in the ratio of pupils to trained teachers across schools ( $R^2$ ). The GPE's RF 2016 data collection provides data only for 2009/2010, when The Gambia was at a good standing with 0.87 in 2009/2010 for primary level education and thus above the desired threshold of 0.8.

**Figure 4.2** Percentage of qualified teachers by region 2010-2016

Source: ESA 2017, p.40

97. **There are no data available on whether scholarships for female UBS and senior secondary school (SSS) students were continued during the 2014-2017 period.** The ESMTP aimed at providing scholarships to 14,089 public UBS students and 20,072 public SSS students to encourage continued education of girls. However, as noted in section 3.2, the ESMPT estimated budget did not allocate any financing to this objective, and the evaluation did not find any data on whether this financing shortfall was mitigated during ESMTP implementation.<sup>173</sup>

98. **No significant progress was made with regard to meeting the educational needs of children with special needs.** The Gambia does not have an inclusive education policy.<sup>174</sup> The ESMTP 2014-2017 had not envisaged the development of such a policy, but indicated the intent to conduct a special needs education survey to determine the number of children with special needs and, based on this, develop targeted learning interventions. It also aimed to establish and equip six resource centers and train 1,200 teachers on mainstreaming students with special needs. The evaluation team found no evidence that these initiatives have been carried out.<sup>175</sup> The Gambian EMIS collects data on children with disabilities, but only captures those already enrolled in schools. Two consulted CSO stakeholders mentioned that learning opportunities for children with special needs remain very limited and are largely provided through non-governmental, including religious, organizations.<sup>176</sup>

<sup>173</sup> The ESSP 2016-2030 includes the aim to “Provide loans and more scholarships to students, especially for females’ (Result Area 2, item 6), but provides no details on whether and how much resources are allocated to this aim.

<sup>174</sup> GPE (2018): Disability and Inclusive Education. A Stocktake of Education Sector Plans and GPE-Funded Grants. Washington DC., p.13.

<sup>175</sup> With the exception of teachers who attended the sensitization workshop carried out by EFA-NET.

<sup>176</sup> Of the currently registered 950 learners with special needs, 322 are enrolled in public schools and 628 in private institutions. Source: MoBSE Annual Yearbook 2017.

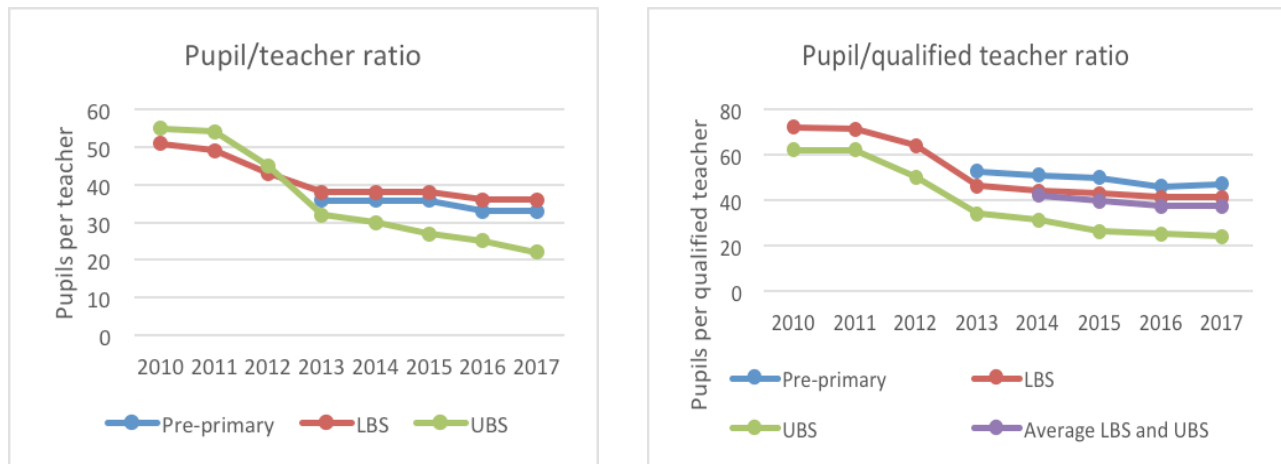


## System level improvements aiming to enhance education quality and relevance

99. **More qualified teachers:** In the 2016/2017 school year, 69.9 percent of ECD facilitators (N= 3,130), 88.1 percent of LBE teachers (N= 9,049) and 94.4 percent of UBE teachers (N= 4,201) were qualified.<sup>177</sup> This is only slightly below the envisaged 2017 targets of 90 percent for LBS and 95 percent for UBS teachers outlined in the ESSP 2014-2022. However, these figures include private schools and Madrassas. When looking at public schools alone, the 2017 targets have been exceeded, with 96 percent of LBS teachers and 97.9 percent of UBS teachers being qualified.

100. **Improved pupil/(qualified) teacher ratios at UBE level, but recently static ratios at LBE level:** According to EMIS and World Bank data, the pupil/teacher ratio has improved since 2010 but has stagnated for LBE since 2016. As shown in Figure 4.3, the same applies to the pupil to qualified teacher ratio, which, in 2017 was 41:1 for LBE and 24:1 for UBE, compared to 72:1 for LBE and 62:1 for UBE in 2010.<sup>178 179</sup>

**Figure 4.3** Improvement in the Basic Education Pupil-to-(qualified)-Teacher ratio



Source: MoBSE Statistical Yearbook 2016/2017

<sup>177</sup> MoBSE 2017 Statistical Yearbook. In 2010, 76% of LBE and 93% of UBE teachers had been qualified.

<sup>178</sup> Sources: MoBSE Statistical Yearbook 2016/2017, and World Bank education data as shown on the GPE website (<https://www.globalpartnership.org/country/gambia>). GPE's target for pupil/teacher ratios is 40:1. GPE's (2017) RF data show a primary PTTR of 44:1 in 2013 and 2014, and of 43.28:1 in 2016. UIS data show considerable fluctuation with a PTTR of 36.13 in 2013, 44.68 in 2014, 37.14 in 2015, and 42.14 in 2016.

<sup>179</sup> The absolute numbers of enrolled pupils and qualified teachers have evolved as follows. For LBE from 75,635 pupils and 1,214 teachers in 2010, to 94,357 pupils and 3,968 qualified teachers in 2017. For UBE from 228,105 pupils and 3,181 qualified teachers in 2010, to 329,828 pupils to 7,973 qualified teachers in 2017; for. Source: MoBSE 2017 Statistical Yearbook. The World Bank's 2017 Education Public Expenditure Review further notes that "The growth in the number of teachers during the last five years is more than double that of enrollment growth (the number of teachers grew annually by 11 percent compared with student growth of 5 percent between 2010 and 2015)." (p.95).

#### Box 4.2: Teaching as a temporary profession

Consulted stakeholders (government, civil society, academia and development partners) widely agreed that, until now, successful high school graduates have not tended to consider teaching as their first or even second professional choice. This was largely attributed to low salaries when compared to, for example, the private sector. In addition, many have treated teaching as a transitional occupation that they leave as soon as a better opportunity presents itself.<sup>180</sup>

To mitigate these challenges, the government, with support from GPE/WB, introduced stipends for teacher trainees, with additional incentives offered to those studying to teach mathematics. Those receiving a stipend had to enter an agreement by which they committed to teaching for at least two years following their graduation. Also, the revised advanced teaching certificate now offers students the option to later transition to University. It is hoped that this will make obtaining a teaching qualification more attractive to high-performing students.

101. **Revised pre-service teacher training:** The primary teacher certificate (PTC) and higher teacher certificate (HTC) were redesigned<sup>181</sup> to ensure stronger alignment with the LBS/UBS curriculum, the national early grade reading program, and to place more emphasis on teaching methodology through structured opportunities for practice and feedback. The first cohort of students enrolled under the new system started their studies in September 2017. As noted in Box 4.2, several challenges remain with regard to ensuring that the education system has access to and can retain sufficient numbers of qualified teachers.

102. **Expanded in-service training opportunities:** According to consulted MoBSE staff members and development partners, in-service training opportunities for teachers have become increasingly structured since 2010, i.e., under the previous ESSP. In-Service Training (INSET) programs are demand driven and teachers can partake on a voluntary basis. Course contents are based on structured needs assessments and during the 2014-2018 period primarily focused on subject knowledge (with a focus on English and Math) and pedagogy. While early INSET events tended to consist of one-off events, they now include multiple workshops as well as follow up by visiting teachers in their classrooms. In addition, during the review period MoBSE made digital learning modules available that teachers can access on their own time in regional resources centers. Despite these improvements, in-service training is not yet systematically linked to pre-service teacher training, i.e., The Gambia College is not yet in a position to obtain meaningful and regular feedback on teacher performance to inform improvements in pre-service programs.<sup>182</sup> Consulted CSO representatives and MoBSE staff indicated that digital learning modules are not yet widely accessed by teachers, due at least in part to limited internet connections and unreliable electricity supply in rural areas.

103. **Strengthened supervision of school management and absenteeism:** During the previous ESSP I (2006-2015), The Gambia made monitoring visits to schools through Regional Education Directorate

<sup>180</sup> According to a GIZ discussion paper, this is common across many developing countries. See: Aidan Mulkeen, William Ratteree and Ilse Voss-Lengnik (2017): Teachers and teacher policy in primary and secondary education. Discussion Paper Education. GIZ, Bonn and Eschborn. September 2017.

<sup>181</sup> With support from the READ project, see section 3.5.

<sup>182</sup> Sources: The Gambia 2017 ESPIG application and stakeholder consultations. This is one issue envisaged to be addressed under the new GPE/World Bank funded project starting in 2018.

cluster monitors more regular. During the 2014-2018 period, monitoring was further enhanced by the introduction of a simple classroom observation tool<sup>183</sup> to be used by cluster monitors, head teachers and the Standards and Quality Assurance Directorate (SQAD). By early 2018, the tool had been disseminated and key actors had been trained on its use, but there is no data yet on whether use of the tool actually improves classroom practices.<sup>184</sup>

**Box 4.3: The Gambia Reads program: Balancing evidence and political considerations**

The new unified approach integrates three previously independently used approaches to teaching early grade reading: Jolly Phonics, SEGRA and the national language reading program.

Many other African countries (such as Burundi, Ethiopia and Tanzania) rely on mother tongue instruction for the first three grades followed by transition to a second language.<sup>188</sup> In contrast, The Gambia has chosen a relatively untested approach which uses mother tongue to help children learn how to read and write in English. This approach was chosen even though the evaluation of the national language pilot initiative had shown considerable benefits on learning outcomes.

The government's rationale for maintaining English during early grades reflects political as well as practical considerations that played into the decision besides existing evidence on learning: (i) Resistance from parents, teachers and policy makers to sole instruction in local languages given the strong tradition of education through English in The Gambia; (ii) Examinations are conducted in English; (iii) Children live in a society where most signs are in English, and are frequently exposed to English due to the tourism industry; (iv) reading materials in national languages are scarce even in the two most widely used languages Wolof and Mandinka<sup>189</sup>

The government intends to closely monitor the program to make amendments if/as needed.

104. **Synchronized early grade reading program:** The first Early Grade Reading Assessment (EGRA) in The Gambia was conducted in 2007. Following its low results, MoBSE embarked on efforts to improve early grade reading. This included the development of a pilot project of using national languages in early grade reading instruction implemented in 125 classrooms.<sup>185</sup> In 2017, building on an evaluation of the pilot,<sup>186</sup> MoBSE<sup>187</sup> developed a unique 'made in Gambia' early grade reading program (see Box 4.3) that included a curriculum, leveled readers, teacher guides and training manuals, and collaboration with The Gambia College to reflect the new approach in pre-service training.

<sup>183</sup> Supported by the READ project, see section 3.5.

<sup>184</sup> Source: World Bank (2017) Project Appraisal Document for The Gambia Education Sector Support Program 2018-2021.

<sup>185</sup> Supported by the FTI/GPE and WB project co-funded including through the 2009-2013 ESPIG.

<sup>186</sup> Hsieh, P, J. and Jeng, M. (2016). Learning-by-doing: The Early Literacy in National Language Programme in The Gambia.

<sup>187</sup> With support from the GPE/IDA funded READ project – see section 3.5.

<sup>188</sup> Bashir et al (2018), p.23, note that among Sub-Saharan African countries, only Burundi, Ethiopia, Mauritius, South Africa and Tanzania have a formal language of instruction policy that is consistently implemented. See: Bashir, Sajitha, Marlaine Lockheed, Elizabeth Ninan, and Jee-Peng Tan. 2018. Facing Forward: Schooling for Learning in Africa. Overview booklet. World Bank, Washington, DC.

<sup>189</sup> The GPE Secretariat had raised concerns about mixing local languages and English because: 1. the use of an unfamiliar language might force teachers to continue using traditional teaching methods that undermine pupils' effort to learn; 2. the approach might encourage mixing the two languages with the consequence that both

105. **Curriculum for basic education not yet revised:** Although the ESSP 2014-2022 had foreseen efforts related to curriculum development and ‘curriculum audit and research’, no significant changes were put in place during the review period. Five consulted stakeholders<sup>190</sup> remarked that the outdated basic education curriculum is a considerable challenge in view of the government’s aim to enhance education quality.

106. **Insufficient supply of teaching and learning materials:** The ESSP 2014-2022 envisaged to achieve 1:1 pupil to textbook ratios at both LBS and UBS levels. As noted in the 2017 ESA (p.46), however, access to textbooks has actually declined in recent years. In 2016, there was an English text book for every 3.2 students and a mathematics textbook for every 2.5 students at LBS level.<sup>191</sup> Interviewed MoBSE and CSO representatives indicated that reasons for this include the increase in overall enrollment and the low quality of many textbooks combined with the fact that MoBSE does not have the resources to replace textbooks frequently enough to keep up with the wear and tear of daily use.<sup>192</sup>

107. **Strengthening use of learning assessments:** In The Gambia, to provide periodic assessments throughout the basic education cycle, a mandatory National Assessment Test (NAT) is carried out for grades 3, 5 and 8 in all schools. The end of the basic education cycle is marked by The Gambia Basic Education Certificate Examination (GABECE) in up to 10 subjects. GABECE results are used to determine entrance into senior secondary schools.<sup>193</sup> Both learning assessments had already been in place prior to the review period. In 2014/15, however, MoBSE<sup>194</sup> created a dedicated assessment unit in response to gaps in the use, storage and analysis of assessment data identified during the (UNESCO-funded) development of an assessment policy. Until then, related responsibilities had been spread across several departments. The unit aims to support schools in increasingly using assessment data to improve teaching and learning<sup>195</sup> and works in close cooperation with teachers, The Gambia College, the Regional Education Directorates, and the MoBSE in-service training directorate. Key improvements brought about by the unit’s work during the 2014-2017 period are:

- Increased availability of assessment data disaggregated by school, teacher, student, and exam question. This allows conducting more nuanced analyses of progress and persistent challenges.
- In order to obtain School Improvement Grants, schools are now required to take NAT results into account when developing objectives and activities of their annual School Improvement Plans.<sup>196</sup>

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teachers and learners remain in poor command of both English and perhaps the national language as well. Source: Quality Assurance II for proposed program funded through 2014-2017 GPE ESPIG - Task team’s response to GPE Secretariat comments.

<sup>190</sup> MoBSE and CSO representatives

<sup>191</sup> ESA p.46. Availability of textbooks is particularly low for grades 3 and 4. In grade 4, for example, there was an English textbook for every 5.2 students, and a math textbook for every 4 students in 2016.

<sup>192</sup> At least one school-level stakeholder noted that the purchase and procurement of textbooks has historically been donor-driven and has therefore fluctuated with the availability and priorities of external financing.

<sup>193</sup> Gambia Ministry of Basic and Secondary Education (2017): Education Sector Analysis.

<sup>194</sup> With support from the GPE/World Bank funded READ project.

<sup>195</sup> I.e., to move from conducting ‘assessments of learning’ to ‘assessments for learning’.

<sup>196</sup> For example, if NAT results show weaknesses in student performance in a particular sub-area of English or Mathematics, schools are expected to plan for teacher in-service activities to help address this gap.

- Production of annual exam result reports tailored to different audiences including teachers, parents, and policy-makers
- Use of ‘anchor’ items in NAT exams to ensure future comparability of results over time
- Follow-up on low performance items with The Gambia College and the MoBSE INSET unit to allow placing more emphasis on related topics in teacher pre- and in-service training.

108. Both MoBSE and CSO stakeholders noted, however, that more remains to be done to strengthen teachers’ and education administrators’ capabilities in interpreting and using assessment data.

## Sector Management<sup>197</sup>

109. The Gambia had already put a functioning Education Management Information System (EMIS) in place before the review period. MoBSE conducts an annual school census every November and an EMIS report is produced in May of the following year. Statistical yearbooks and other sector data are publicly available on the ministry’s website.<sup>199</sup> However, data gaps persist in the quantity and quality of data on students with disabilities and on post-secondary education.<sup>200</sup> Also, in 2017 The Gambia reported to UIS on only nine of the 12 basic indicators considered by GPE but had provided no information on the three indicators under Category 3 on Financing.<sup>201</sup>

110. **Modest improvements in teacher management:** In 2017, MoBSE started making information on teacher placements available via mobile text messages rather than physically posting the information

### Box 4.4 Challenges due to absence of teacher policy

At present, teacher postings are decided by a committee that includes MoBSE staff and education stakeholders including from the teachers’ union and civil society. While decision making is participatory and thus somewhat transparent, it lacks efficiency and is, ultimately, opaque given that decisions on teacher postings are not based on an agreed set of criteria and standards.

Similarly, there are no binding guidelines for head teachers as to how to best utilize teachers in their schools. As a result, teachers do not always teach those grades that they have been trained to work with. This poses a challenge for example in relation to effectively implementing the revised early grade reading program.

Teacher utilization has improved somewhat since 2015, when MoBSE made ‘rotational teaching’ compulsory for grades 4 and higher. In these grades teachers now focus on subjects in which they are most competent and teach this subject to several classes, rather than teaching only one class in all subjects, which often led to neglecting areas in which the teacher felt less competent.

The absence of a comprehensive teacher policy also means that there are currently no firm requirements regarding ongoing professional development for teachers through in-service training, or clear paths for career development.<sup>198</sup>

<sup>197</sup> The ESMTF 2014-2017 outlined several planned types of activities related to ‘sector management’ but did not formulate specific targets. Similarly, subsequent MoBSE reports do not provide updates on progress made in relation to sector management-related issues.

<sup>198</sup> The new WB/GPE funded project envisaged to start in 2018 is aiming to support the development of a comprehensive teacher policy.

<sup>199</sup> <http://www.edugambia.gm/>

<sup>200</sup> The Gambia ESPIG Application 2017.

<sup>201</sup> GPE Results Framework data 2017.

in the ministry or RED. This is an improvement for teachers who previously had to travel to a ministry office to obtain this information. According to MoBSE staff, the change has also reduced the number of teachers trying to swap posting locations, given that the information is now private. This, in turn, enhances the Ministry's ability to make deliberate teacher posting decisions. The Gambia does not have a comprehensive teacher policy, however,<sup>202</sup> which negatively affects teacher management (see Box 4.4).

111. **Improved system efficiency:** Since 2013, payment of teacher salaries has been handled through The Gambia Teachers Union Cooperative Credit Union (GTU CCU), instead of, as was previously the case, the Ministry of Finance and Economic Affairs. During the 2014-2018 period, the CCU also took over responsibility for paying school improvement grants to LBE and UBE schools. According to MoBSE, CCU and civil society stakeholders, this has resulted in increased system efficiency as (i) teachers are now consistently paid on time, given that the CCU is in a position to advance resources for a short while if needed; (ii) the CCU has identified several hundreds of 'ghost teachers' who have since been removed from the MoBSE payroll; (iii) the CCU constitutes an additional accountability mechanism to Regional Education Directorates to ensure that school improvement grants are used in the way that they were intended to.<sup>203</sup>

112. **Improved sustainability:** MoBSE stakeholders pointed out that in several cases, the Ministry had or was attempting to mainstream into its annual budget initiatives so far funded by donors, including hardship allowances, textbook procurement, school feeding, donkey cart costs, cash transfers, and other recurrent expenses. This follows a model in The Gambia wherein new initiatives are often funded through donors, then tested, and if successful, taken on by the government. Although resource constraints occasionally interfere with this sequence of events, this cycle was nonetheless praised by two Ministry officials as contributing both to promoting and entrenching innovation the sector.

## Did ESSP implementation contribute to system-level changes?

**Finding 13:** Sector plan implementation very likely contributed to noted system level changes.

113. All of the improvements described above can be linked to specific initiatives put in place by MoBSE, with support from development partners, either under the 2006-2015 or the 2014-2022 ESSPs. Table 4.1 shows examples that illustrate the continuity of reform efforts implemented under the last two sector plans.

**Table 4.1** System-strengthening efforts under ESSP I and ESSP II

	ESSP I (2006- 2015)	ESSP II (2014-2022)
Donkey carts to facilitate school commutes	Piloted	Expanded, improved design <sup>204</sup>

<sup>202</sup> And, under the ESSP 2014-2022 did not explicitly strive to develop one.

<sup>203</sup> Source: interviews with GTU CCU, MoBSE and CSO representatives.

<sup>204</sup> Jointly funded by GoG (donkeys) and IDA/GPE (carts).

	ESSP I (2006- 2015)	ESSP II (2014-2022)
Teacher hardship allowances	Introduced and reviewed through an evaluation	Continued and strengthened by introducing more nuanced pay scale based on distance and special incentives for female teachers
School improvement grants (and abolition of school fees)	Introduced at LBE level (2013)	Expanded to UBE (2014) and SSS (2015) levels
More systematic in-service training for teachers	Introduced around 2010	Continued and strengthened by providing more systematic professional development opportunities including (at least some) follow-up and adding digital learning opportunities
Strengthening early grade reading	Related efforts had <b>not</b> been included under the ESSP 2006-2015. In 2007, however, USAID supported the country's first EGRA assessment, which showed severe gaps in children's reading abilities. The government, with development partners' support, subsequently piloted the use of national languages for early grade reading instruction.	Plans to further strengthen and expand related efforts were then reflected in the 2014-2022 ESSP and resulted in the development and evolving implementation of the unique Gambian early reading program described above.
Cash transfers to Koranic schools to increase education access for out-of-school children	Introduced in 12 schools in 2012 and supported by previous GPE ESPIG funding.	Supported and scaled up to 17 schools with support from the GPE/IDA co-funded READ project. Will be continued under the next ESP 2016-2030. <sup>205</sup>

## Validity of assumptions

114. Based on the available evidence, the evaluation rated the likelihood of the following two assumptions underlying the country level Theory of Change holding true in The Gambia as 'strong': (i) sector plan implementation leads to improvements of previous shortcomings in relation to sector management; and (ii) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS. The likelihood of two other assumptions holding true was rated as 'moderate', namely the assumptions that ESP implementation leads to improvements of previous shortcomings in relation to (iii) learning and (iv) equity. The 'moderate' rating reflects the noted shortage of teaching and learning materials, remaining household costs for education, and the lack of action on addressing the needs of learners with special needs.

<sup>205</sup> Source: World Bank READ Project Appraisal Document, 2014.

### **Additional factors**

115. The evaluation found no additional factors beyond sector plan implementation that would explain the observed positive system-level changes. This reflects the fact that in The Gambia only a small number of development partners support education, and all of them explicitly aligned their activities with the ESSP 2014-2022.



## 5 Progress towards stronger learning outcomes and equity

116. This section summarizes evaluation findings in relation to Key Question III from the evaluation matrix: *“Have changes at education system level contributed to progress towards impact?”*

### Box 5.1: Assessment of Contribution Claim F

**Claim:** *“Education system-level improvements result in improved learning outcomes and in improved equity, gender equality, and inclusion in education.”*

**Assessment:** There is **insufficient evidence** to assess the validity of the contribution claim.

**Assessment based on:** (i) The Gambia has achieved slight improvements in access, learning outcomes and equity, but significant challenges remain; (ii) the likelihood of one underlying assumption applying in the Gambian context was rated ‘moderate’, while there were insufficient data to rate the other three; (iii) several system improvements are too recent to have resulted in measurable changes; in other cases, additional socio-economic factors are likely to have outweighed positive measures put in place, thereby contributing to stagnating or lack of progress. Even in cases where links between system-level change and impact-level improvements are plausible, there is no rigorous evidence available to validate these links.

### How has the education sector changed during the review period in terms of learning outcomes and equity?

**Finding 14:** For the 2014-2018 period, available sector data show positive trends in several areas, including pre-primary and lower basic education enrollment rates and gender parity. The number of out-of-school children remains high, however, and upper basic school enrollment, basic education completion rates, learning outcomes and equity in education remain areas of concern.

#### **Learning outcomes**

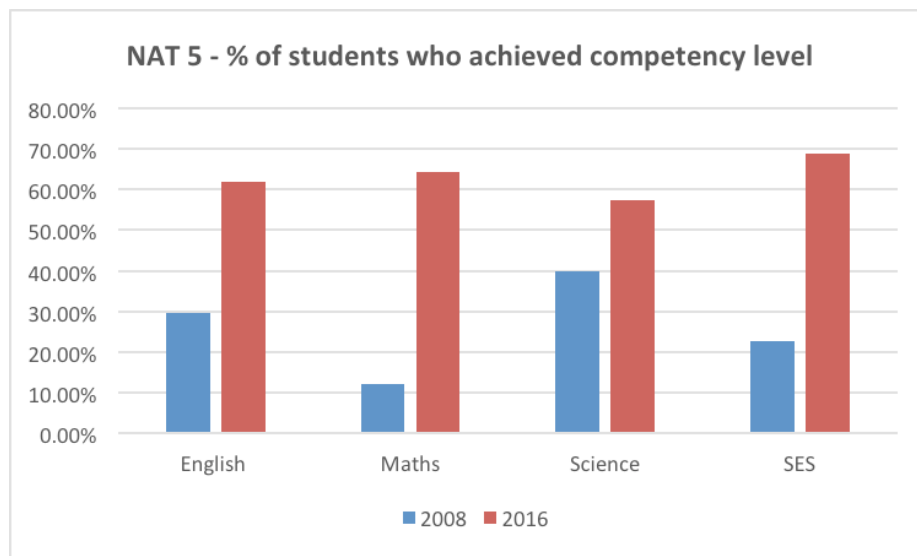
117. Learning outcomes are improving but are still low overall.

- **EGRA** test results show significant improvements since 2009 for grades 1-3 in letter and word recognition and oral reading fluency. Between 2007 and 2016, average reading fluency more than

doubled, but remains low.<sup>206</sup> Results for reading comprehension have either stagnated (grade 1) or deteriorated (grades 2 and 3).<sup>207</sup>

- **National Assessment Test (NAT):** For grade 5, MoBSE data show considerable improvements in NAT results for all subjects, as shown in Figure 5.4.<sup>208</sup> For grade 3 NAT results, the 2017 ESA noted that in all three subjects that students are tested in, over half of the students scored above the minimum requirement in 2016 compared to about 24 percent in 2010. Grade 3 results were weaker in mathematics than in other subjects, however.
- **GABECE** pass rates (at the end of grade 9) in individual subjects improved between 2008 and 2016, especially in English and mathematics. Pass rates in 2016 in all four core subjects<sup>209</sup> were still relatively low at 21.4 percent, but this is a significant improvement from 8.1 percent in 2008.<sup>210</sup>

**Figure 5.1 National Assessment Test (NAT) results for Grade 5 (2008 and 2016)**



Source: Comparative analysis of exams results 2008 vs. 2016. MoBSE Directorate of Planning, slide presentation for the CCM, March 2017.

<sup>206</sup> In 2007, 1<sup>st</sup> grade students on average were able to correctly read 13 letters and less than one word per minute, while in 2016 they were able to read 33 letters and 5 words per minute. Gove (2015) notes that a reading rate of below 20 words per minute is too slow for reading comprehension. See: Amber Gove (2015). Early learning assessments: A retrospective. Background paper for the Education for All Monitoring Report 2015. UNESCO, p.31.

<sup>207</sup> Reading comprehension is measured in the number out of five comprehension questions correctly answered by learners. Since 2009 this number has remained at 0.5 for grade 1 and has declined from 1.1. to 0.9 for grade 2, and from 2 to 1.4 for grade 3. Source: ESA 2017. p. 27. See also: Gove (2015).

<sup>208</sup> As noted in a slide presentation compiled by the MoBSE Directorate of Planning for the CCM in March 2017, NAT results are not directly comparable from year to year. For grade 5, NATs conducted in 2012 and 2016 are comparable in terms of level of difficulty and test items.

<sup>209</sup> English, Math, Science, and social and environmental studies.

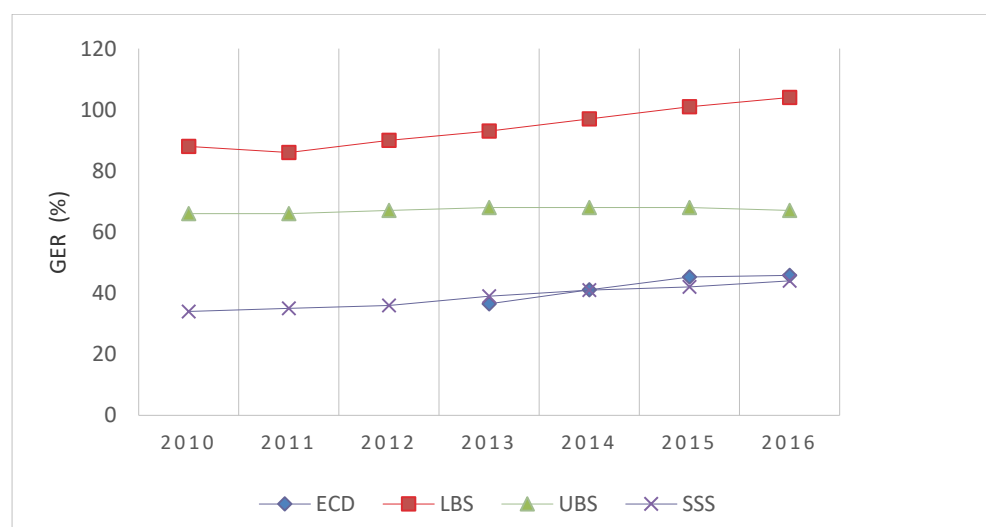
<sup>210</sup> Source: Comparative analysis of exams results 2008 vs 2016. MoBSE Directorate of Planning, slide presentation for the CCM, March 2017

## Equity and gender equality

### 118. Increase in gross enrollment rates (GER) in ECD and LBE, but stagnating in UBE:

- **ECD:** Both UIS and ESA 2017 data show increases in ECD enrollment. According to ESA 2017 data, the total number of enrolled children increased from 43,000 in 2008 to 76,000 in 2013, and to 100,000 in 2016. The ECD GER rose from 36.5 percent in 2013 to 45.8 percent in 2016.<sup>211</sup>
- **LBE** enrollment numbers increased from 228,105 learners in 2010 to 308,729 in 2016 at an average annual growth rate of 5.9 percent, exceeding the country's rapid population growth.<sup>212</sup> Gross enrolment rates also increased steadily since 2011, from 86 percent (2011) to 104 percent in 2016, in line with the ESMTP's 2016 target of 103 percent.<sup>213</sup>
- **UBE:** While total Upper Basic enrollment numbers grew steadily from 75,635 in 2010 to 90,838 in 2016, the GER has stagnated since 2012 at around 67 percent. This is below the National Education Policy 2004-2015 target of increasing UBE gross enrolment rates to 75 percent, and also below the Sub Saharan Africa (SSA) regional average of 71 percent.<sup>214</sup>

**Figure 5.2** Gross enrollment rate by education level (2010-2016)



Source: Education Sector Analysis 2017, p.19

<sup>211</sup> ESA 2017, p.17. UIS data showing slightly lower absolute enrollment figures and only minimal recent improvements in the GER (from 38.88% in 2014 to 38.99% in 2017). According to UIS data, the pre-primary net enrollment rate (NER) increased from 26 percent in 2011 to 34 percent in 2017.

<sup>212</sup> Though the average annual growth rate is higher for private institutions, 65% of students in 2016 were enrolled in government schools. (ESA 2017, p.18).

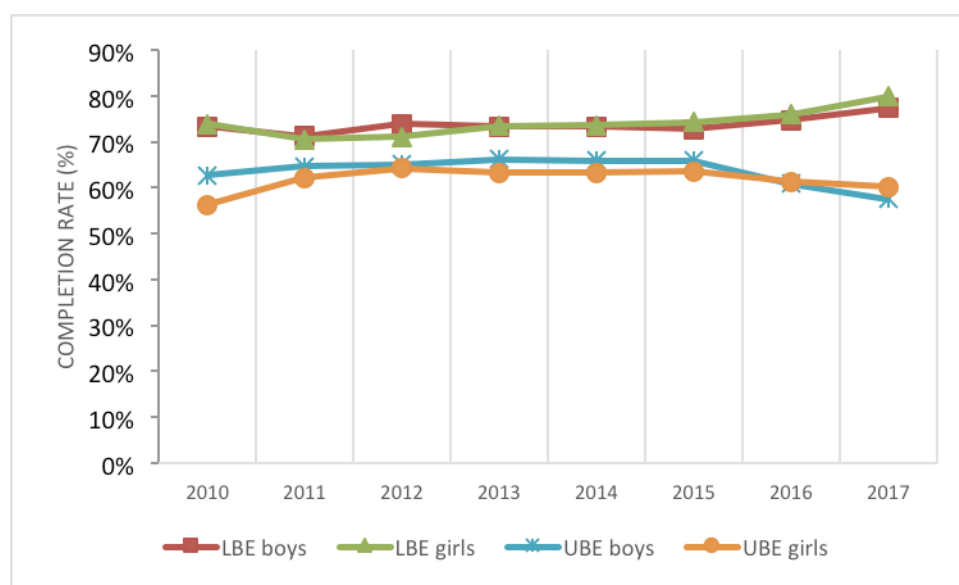
<sup>213</sup> ESA 2017. UIS data for primary education enrolment show the same steady increase since 2011 and indicate a GER of 94% for 2016, and 97% for 2017.

<sup>214</sup> ESA 2017. The ESMTP 2014-2017 had envisaged a target GER of 71% for 2016 and 73% for 2017.

119. **The Net Enrollment Rate (NER) for primary education (LBE and UBE combined) has improved at slightly higher rate than the GER.** According to UIS data, between 2008 and 2017 the primary NER increased by 13 percent (from 69 to 78 percent) while the primary GER increased by only 11.5 percent (from 87 in 2008 to 97 percent in 2017).<sup>215</sup>

120. While Lower Basic education completion rates have slightly improved since 2011, completion rates in Upper Basic education have deteriorated and recently stagnated at around 60 percent. As illustrated in Figure 5.2, UBE completion rates for boys have deteriorated when compared to 2010 (from 63 percent to 58 percent), while those for girls have slightly improved (from 56 percent to 60 percent). UBE completion rates for both genders, however, remain below the envisaged target of 67 percent for 2017 outlined in the 2014-2017 ESMTF.

**Figure 5.3** LBE and UBE completion rates by level and gender (2010-2017)



Source: 2016/2017 MoBSE Statistical Yearbook<sup>216</sup>

121. **Out-of-school rates have decreased modestly since 2010 but remain high.** The 2010 Country Status Report noted that 31.6 percent of 7-15 year old children were not in school.<sup>217</sup> The situation was similar in 2015, when 30.3 percent of LBE school aged children (100,000 out of an estimated 330,749)

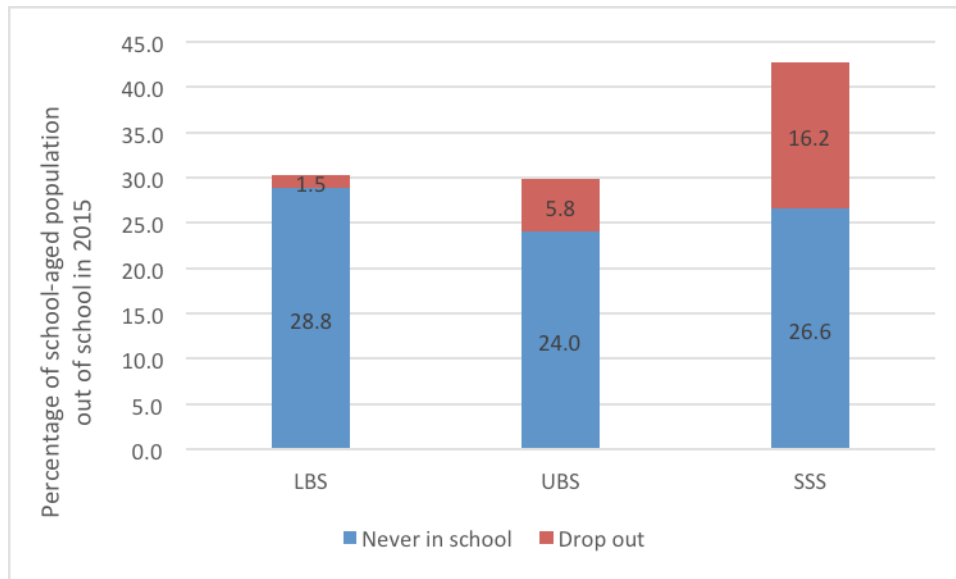
<sup>215</sup> As noted above, MoBSE and UIS data show slightly different GER percentages but reflect the same overall positive trends. MoBSE data provide information on NER only for the Lower Basic Education level, but not for UBE. (UIS data relate to 'primary education' and thus the combination of LBE and UBE.) According to the MoBSE 2017 Statistical Yearbook, the NER at Lower Basic Education level alone improved from 74.6 percent in 2010 to 87.9 percent in 2017 (84.5 percent for males and 91.4 percent for females).

<sup>216</sup> UIS data show similar patterns in primary and junior secondary completion rates.

<sup>217</sup> According to the World Bank's 2017 Gambia Education Public Expenditure report, the SSA average of out-of-school children of primary age stands at 24 percent.

and 29.8 percent of UBE school aged children were out of school.<sup>218</sup> As was the case in 2010, most children in the out-of-school category have never been in school.<sup>219</sup> The dropout rate increases with the level of education, reaching 16.2 percent at the senior secondary school level (see Figure 5.3). At all levels, males are more likely to drop out than females.<sup>220</sup> The share of out-of-school children compared to their share of the population is disproportionately high in the more remote and rural regions 4, 5 and 6.<sup>221</sup>

**Figure 5.4 2015 Out of school rates (percent)**



Source: ESA 2017, p.23

122. The Gambia achieved gender parity in access at all levels of education, except higher education. Since 2006, girls have outnumbered boys in intake to grade 1.<sup>222</sup> Boys have higher dropout rates than girls and constitute a higher proportion of out-of-school children.<sup>223</sup>

123. Access to public schools in The Gambia is relatively even across income levels at the LBS and UBS levels.<sup>224</sup> However, accessing public schools at the postsecondary level favors children from the

<sup>218</sup> ESA 2017. The ESA does not provide absolute numbers of children for the UBE level. LBE figures are quoted from the Integrated Household Survey 2015, but the evaluation team was not able to obtain the original document.

<sup>219</sup> Children who have solely attended majalis that do not offer instruction in literacy and numeracy are considered as never having been in school.

<sup>220</sup> UIS data for 2015 show that a total of 75.05% pupils survive to the last grade of primary. This rate is higher for females (77.05%) than for males (72.98%).

<sup>221</sup> Sources: 1. ESA 2017, p. 23. 2. UIS data. 3. Country Status Report The Gambia. Presentation of results, Banjul, December 14, 2010. Slide presentation.

<sup>222</sup> The Gambia 2013 ESPIG application.

<sup>223</sup> ESA 2017

<sup>224</sup> Source: World Bank (2017) The Gambia: Education Sector Public Expenditure Review.

wealthiest quintile. Also, significant inequities prevail and negatively affect access to education for children from the poorest quintiles and those living in rural areas and the remote regions 4-6.<sup>225</sup> For example:

- Pre-primary and post primary education are dominated by children from wealthier families.<sup>226</sup> Access to Madrassa schools is heavily biased towards the poor at all levels of education, while only seven percent of students who attend private schools belong to the poorest quintile.<sup>227</sup>
- The remote region 5 registers the lowest GER in both preprimary education (15 percent) and primary education (53 percent).<sup>228</sup> The out-of-school incidence is highest among children from the poorest quintiles and individuals living in rural areas as well as in regions 4 – 6. Upper Basic GER in the remote region 6 is 33.3 percent, while in the urban region 1 it is 100 percent.<sup>229</sup>

124. **Discrepancies also exist between ethnic groups.** For example, in 2017 the GER for Lower Basic Education was 109 percent for Jola, whereas for Wolof, it was 60 percent.<sup>230</sup>

### Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

**Finding 15:** In some instances, observed impact-level trends are likely to have been at least partially influenced by system-level changes obtained under the past two ESSPs. In other cases, system-level improvements are either too recent or not yet sufficiently wide in scope to have contributed to measurable effects on learning outcomes, gender equality or equity.

125. Table 5.1 summarizes the evaluation team’s assessment of likely (plausible) links (or absence thereof) between system level improvements achieved or expanded during the review period 2014-2017 and documented trends in terms of learning outcomes, gender equality and equity.

<sup>225</sup> For example, while the GER is 96% for the urban population at the lower basic level, the GER for the rural population is 79%. Source: World Bank (2017) Gambia Education Public Expenditure Review, p.83.

<sup>226</sup> At the ECD level, the GER for children from the poorest quintile is 26% compared to 62% for the richest quintile. World Bank (2017). The Gambia: Education Sector Public Expenditure Review, p. 69.

<sup>227</sup> ESA 2017, p.76.

<sup>228</sup> World Bank (2017). The Gambia: Education Sector Public Expenditure Review, p. 70.

<sup>229</sup> Ibid.

<sup>230</sup> Ibid. The evaluation found no comparative data from earlier years that would show whether the GER has significantly changed within each of these ethnic groups.

**Table 5.1** Links between system level improvements and trends in education (2014-2018)

TREND DURING 2014-2018 PERIOD	LIKELY LINKS (OR ABSENCE THEREOF) TO SYSTEM LEVEL IMPROVEMENTS AND ADDITIONAL FACTORS THAT MAY HAVE INFLUENCED TRENDS
<b>Access and equity</b>	
Slight increases in GER at ECD and LBE levels	<b>Plausible link:</b> The removal of several barriers to ECD and LBE access during the review period (construction of more schools and thus reduced distances to school; abolishing school levies, in some areas school feeding) is likely to have contributed to the increased GER at ECD and LBE levels. However, there is no rigorous evidence to validate this link.
Stagnating GER in UBE	<b>Possible (partial) link:</b> New UBE classrooms have been created in all regions and total UBE enrollment numbers have increased and are likely to have contributed to the UBE GER not decreasing despite demographic growth. However, this growth, combined with the cost of post-primary education, other socio-economic factors (e.g., religious beliefs, families needing older children to help at home/with farming), and some UBE-aged children who still attend LBE education may explain stagnating GER figures at the UBE level.
Slightly reduced, but continued high numbers of out-of-school children	<b>Possible (partial) link:</b> The noted removal of barriers to school access may have contributed to the slight reduction in out-of-school children. The Conditional Cash Transfer scheme for Koranic schools put in place under the ESSP 2014-2022, while reaching 17 majalis with approximately 1,000 children, is likely too small in scope to have significantly reduced the overall percentage of out-of-school children. <sup>231</sup>
Prevailing inequities that negatively affect access to education for children from the poorest quintiles and those living in rural/remote areas and from some ethnic groups	Socio-economic factors (religious preferences, cost of schooling, economic needs of families which may result in older children being required to help with farming or childcare) are likely to still outweigh measures put in place to date to enhance access to education.  The continued large number of out-of-school children likely reflects the fact that “ <i>sending a child to school remains a significant financial investment (due to hidden costs) for families, especially for those in poor rural communities</i> ”. <sup>232</sup> In addition, the level of education of the household head is a key factor influencing whether and for how long children are sent to school. <sup>233</sup>
Gender parity in basic education achieved (since 2006)	<b>No plausible link:</b> System-level improvements put in place during the 2014-2017 period have had no likely effect on the already existing gender parity at Basic Education levels, nor have there been any changes put in place suited to improve the enrollment of female students at the higher education level. At the same time, socio-economic factors (need for immediate income, social norms/expectations of young women e.g., related to marriage) are likely to have contributed to keeping the status quo in higher education.

<sup>231</sup> Under the new IDA/GPE co-funded project starting in 2018, the CCT scheme will be continued, but also complemented with additional CCTs to individual families.

<sup>232</sup> National Development Plan 2018-2021, p. 241.

<sup>233</sup> World Bank (2017), p.75.

TREND DURING 2014-2018 PERIOD	LIKELY LINKS (OR ABSENCE THEREOF) TO SYSTEM LEVEL IMPROVEMENTS AND ADDITIONAL FACTORS THAT MAY HAVE INFLUENCED TRENDS
<b>Learning outcomes</b>	
Slightly improved, but still overall low learning outcomes (EGRA, NAT, GABECE)	<p><b>Possible link, but insufficient evidence:</b> Improvements in learning outcomes may be due, at least in part, to improved pupil/(qualified) teacher ratios, improved use of national assessment data to pinpoint weaknesses in learning, and progress made in upgrading teachers' content knowledge in English and mathematics through in-service training. However, there is no robust evidence to consolidate these links.</p> <p>The slow progress and continued low level in learning outcomes may be due to several factors including:</p> <p>The fact, that being formally certified as a teacher does not guarantee the ability to teach well.<sup>234</sup></p> <p>Implementation of the revised pre-service teacher training program only started in the 2017/2018 school year, and it is too early to expect to see any effects on the quality of newly certified teachers or subsequent learning outcomes.</p> <p>A recent study on the effects of the teacher hardship allowances on student performance in the Gambia found no credible link between the increased number and proportion of qualified teachers and learning outcomes<sup>235</sup></p> <p>The difficult conditions that many teachers work in, including the absence of sufficient numbers of quality textbooks and other TLMs, which makes it difficult to use learner-centered approaches to teaching<sup>236</sup></p> <p>Increasing GER at the LBE level may mean that children from a wider range of backgrounds are enrolled, which may explain slower than hoped for improvements e.g., in EGRA results</p> <p>The new early grade reading program that uses national languages alongside English has not been in use for a long time, so learning results may still reflect the fact that pupils from households where they have not been exposed to English may be at a disadvantage. Also, it is too early to assess potential (positive or negative) effects of the revised approach to teaching foundations during early grades on learning outcomes at higher levels.</p>

<sup>234</sup> Four CSO stakeholders expressed the view that “A certificate from The Gambia College does not necessarily mean that a person is really qualified to teach.” However, these views were based on experiences with teachers who had newly graduated from the old pre-service programs and thus do not reflect on the revised courses.

<sup>235</sup> Todd Pugatch and Elizabeth Schroeder (2018): Teacher pay and student performance: evidence from The Gambian hardship allowance, *Journal of Development Effectiveness*. The study drew upon NAT results from 2012 and thus did not capture any changes that may have occurred since then. Nevertheless, according to the authors, similar absence of clear correlations between teacher pay and learning outcomes has been noted in studies of teacher incentive programs carried out in other African countries.

<sup>236</sup> As one consulted CSO stakeholder noted: “In hard conditions, many teachers fall back on using chalk and talk.”



## 6 Conclusions

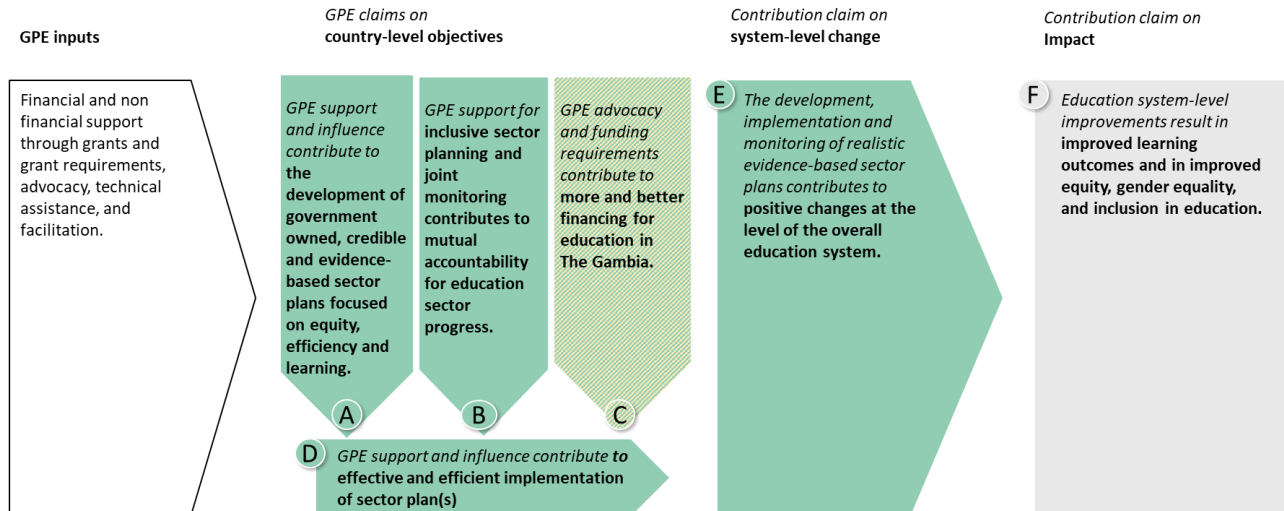
126. This final section of the report draws overall conclusions deriving from the evaluation findings.

127. The summative country-level evaluation set out to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results within GPE developing country partners in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE’s theory of change and country-level operational model. The following conclusions are structured accordingly.

### Contributions to results and validity of the GPE country-level theory of change

128. Figure 6.1 presents a simplified version of the country-level theory of change, which provides a visual overview of key evaluation findings in relation to GPE contributions and the validity of the GPE country-level theory of change in The Gambia. In the graphic, the items labeled A-F indicate the contribution claims that logically link the elements in the TOC to each other. The color ratings indicate the extent to which available evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim. Items in grey indicate insufficient data to make an assessment. Full definitions of color ratings are provided in Appendix VII. The elements depicted are further described below.

**Figure 6.1** Assessment of contribution claims in the country-level theory of change for The Gambia



### ***GPE contributions to sector planning, dialogue and monitoring, and sector plan implementation***

129. Evaluation findings support contribution claim A related to GPE influence on sector planning.<sup>237</sup> Available evidence indicates that GPE has positively influenced government capacity<sup>238</sup> for sector planning in terms of *motivation* (providing an additional incentive for evidence-based sector planning through ESPIG funding requirements) and *opportunity* (by providing sector planning activities through an ESPDG). Through sector planning guidelines and quality assurance processes GPE also influenced national sector planning capabilities. Given strong existing national capabilities for sector planning, GPE non-financial contributions to sector plan development were comparatively less relevant for the preparation of the 2014-2022 ESSP than its financial contributions. GPE rules related to the external review of draft ESPs were even perceived to create an unintended complication of the process.

130. Available evidence also supports contribution claim B related to mutual accountability through sector dialogue and monitoring.<sup>239</sup> GPE primarily contributed to strengthening related *opportunity* by financial supporting the CCM mechanism through the ESPIG-funded READ project. GPE non-financial support through CA leadership for the LEG, and through country lead and grant agent participation in CCM and joint donor reviews, further contributed to the functioning of key mechanisms for sector dialogue and monitoring. Given strong existing government commitment to participatory and inclusive processes for sector planning, dialogue and monitoring, GPE did not need to advocate for improvements in this regard.

131. Additional factors that contributed to sector planning, dialogue and monitoring were strong national leadership, ownership and capabilities, especially in MoBSE but also in MoHERST, as well as the fact that the number of development partners supporting the education sector in The Gambia is small and thus facilitates consensus building.

132. Evidence from the evaluation's lines of enquiry support contribution claim C related to GPE contributions to more and better *international* financing, and partly support this contribution claim related to GPE contributions to more and better *domestic* financing. Available evidence suggests that GPE's funding, funding model (working through a grant agent) and quality-assurance process have provided the *opportunity* for more and more harmonized international financing, by supporting the establishment of the READ project, ultimately supplying almost half the estimated basic and secondary education costs of the ESMTF, funded by four parties (GPE, two other donors, and the government). Available evidence suggests that GPE's funding requirements and GPE's direct (via the Secretariat) and indirect (via CSEF) advocacy did not contribute to increasing *motivation* for attaining the 20 percent target of public expenditures allocated to education, although real education spending did increase during the review period.

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<sup>237</sup> The likelihood of the assumptions underlying this contribution claim holding true in The Gambia context was rated 'strong' for all five assumptions.

<sup>238</sup> In this report we understand '**capacity**' as deriving from the combination of **motivation** (including incentives), **opportunity** (including resources, conducive environment), and **capability** (individual and collective knowledge and skills). Change occurs when existing or emerging capacity affects the behavior of targeted actors, organizations, or institutions.

<sup>239</sup> The likelihood of all four assumptions underlying this contribution claim applying in The Gambian context was rated 'high'.

133. The main additional factors driving education financing are the relative priority accorded to the education sector by the Government of The Gambia (high, but affected by competing fiscal pressures from high public debt and other sectors), as well as the renewed interest from several donors (traditional and other) in supporting the country and the sector in the wake of the recent political transition. This interest has been supported by strong MoBSE capacities in donor fund management.

134. Finally, evidence from the evaluation's various lines of enquiry supports contribution claim D related to GPE contributions to the successful implementation of the ESSP 2014-2022 and the corresponding ESMTP 2014-2017. GPE co-funding, and GPE non-financial support especially through the World Bank's role as grant agent, permitted successful implementation of the READ project. READ achievements, in turn, contributed to fully or partly meeting output and outcome level targets of the 2014-2017 ESMTP.

135. The main additional factors beyond GPE that positively contributed to sector plan implementation were GoG resources, MoBSE leadership and managerial capabilities, and financial support provided by a number of other development partners, in particular WFP (school feeding). The main factor that negatively affected ESSP implementation was the challenging macro-economic environment in The Gambia, which resulted in several areas for improvement envisaged under the 2014-2022 ESSP receiving no or less than required dedicated funding.

### Cross-cutting observations<sup>240</sup>

#### ***Roles played by country-level partners and the Secretariat***

136. The government of The Gambia, through MoBSE and MoHERST, provided strong and consistent leadership through all phases of the policy cycle. This is reflected in the existence of unique, country-owned mechanisms such as the CCM and educational approaches such as the 'made in Gambia' early grade reading program that uses national languages alongside English. The leadership provided especially by MoBSE also meant that development partners in The Gambia truly find themselves in the position to support, rather than drive, reform efforts.

137. Through their participation in the LEG, education sector stakeholders provided input to and appraised draft sector plans 2014-2022 and 2016-2030 and provided inputs to GPE grant applications and ESPIG program development. Stakeholders also engaged extensively in ongoing sector dialogue and monitoring through the mutually complementary CCM and JDR mechanisms.

138. As the coordinating agency during the period under review, UNICEF supported effective sector dialogue through its facilitation and hosting of LEG meetings in close collaboration with MoBSE. The World Bank effectively fulfilled the role of GPE grant agent for the 2014-2017 ESPIG by overseeing implementation of the READ project. During READ implementation, the WB and the Secretariat demonstrated flexibility and understanding of The Gambian context, as reflected in the decision to change the originally envisaged use of disbursement linked indicators due to the challenging macro-economic context.

139. Most in-country stakeholders valued the technical assistance provided by the Secretariat, in particular the quality assurance for draft sector plans and ESPIG-funded programs. The current country lead was appreciated for helping national stakeholders navigate GPE funding requirements, and for her

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<sup>240</sup> Observations relevant to sector planning, dialogue and monitoring, sector financing and ESP implementation

mediating role when the LEG's preferred candidate for appraising the most recent ESSP did not meet GPE requirements.

### ***Other observations on the (perceived) relevance and quality of GPE support to The Gambia***

140. The Gambia was one of the first countries to obtain support from the Fast Track Initiative, and most national stakeholders fondly remember the substantial US\$27.9 million FTI grant during 2009-2013, which provided an important boost to the education sector. Since 2014, GPE financial support, while highly appreciated, has been modest. Several national and international stakeholders feel that GPE processes have become increasingly burdensome and that GPE rules about who is considered qualified to conduct an external review are too rigid and hinder the process of developing a nationally owned sector plan.

141. In the Gambia, GPE/FTI have been one of the few constants in terms of basic education funding and have significantly contributed to sector development since 2002. GPE/FTI support helped weather fluctuations in bilateral support driven by bilateral phenomena. However, GPE/FTI achievements would have been partially at risk if IDA had not come in to compensate for diminishing GPE allocations since the transition from FTI. This may hold lessons for other countries which have been or will be transitioning from larger grants to smaller ones.<sup>241</sup>

142. The Gambia has successfully established a sector cycle that incorporates evidence-based, consultative sector planning, the dynamic and participatory identification of issues, the implementation of solutions with donor support, the evaluation of these solutions, and if applicable their scaling and the mainstreaming of their costs into domestic budgets. GPE/FTI have over time supported each aspect of this learning cycle through funding, funding requirements, and Secretariat feedback, albeit with less demonstrated success in the realm of domestic funding mobilization. This is an important consideration for the future, as many GPE-fostered achievements cannot be sustained without being ultimately folded into the domestic budget.

143. With the exception of the civil society coalition that received CSEF grants, stakeholders did not mention CSEF or GRA grants, and in most cases, did not seem aware of them.

### **Education system level change**

144. During the 2014-2017 period, The Gambia made progress towards strengthening various aspects of its education system in line with the priorities and targets outlined in the 2014-2022 ESSP and corresponding 2014-2017 ESMTP. These included the creation or expansion of various measures to remove barriers to education access by removing direct and indirect costs of schooling. Measures were also put in place to enhance the quality of education, including through improved pre- and in-service teacher training, and development of the 'made in Gambia' approach to early grade reading instruction. No or insufficient progress was made, however, in systematically identifying and addressing the needs of learners with special needs and to improving the availability of teaching and learning materials.

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<sup>241</sup> For instance, Guyana, also included in the sample of Country-Level Evaluations, faced a generally similar evolution of FTI to GPE support.

145. The evaluation found that sector plan implementation is the most (and only) likely factor having contributed to the observed system-level improvements. All of the noted improvements were put in place under the ESSP 2014-2022 or were introduced under the ESSP 2006-2015 and continued or expanded under the 2014-2022 plan. There were no obvious alternative explanations beyond ESSP implementation for the observed progress.

### Impact level change

146. There is currently insufficient data available to prove or disprove the validity of GPE's theory of change in relation to the assumed links between system level changes achieved during the review period and impact-level changes in learning outcomes, equity and gender equality. In a few cases, such linkages are possible or even likely,<sup>242</sup> yet so far there is no solid evidence to substantiate related hypotheses. This is primarily due to the fact that most of the observed system-level improvements are still too recent and/or too limited in scope to likely have affected measurable impact-level change.

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<sup>242</sup> For example, the various measures to reduce costs of education to families that were put in place or expanded during the review period, are likely to have at least somewhat contributed to the noted increases in GER at ECD and LBE levels.



## Appendix I Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education?<sup>243</sup> If so, then how?</b>			
<b>CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in [country] during the period under review?<sup>244</sup> How?</b>			
<b>CEQ 1.1</b> What have been strengths and weaknesses of education sector planning during the period under review?	<ul style="list-style-type: none"> <li>• Extent to which the country's most recent sector plan meets GPE/UNESCO IIEP appraisal criteria.<sup>245</sup> <ul style="list-style-type: none"> <li>– Plan preparation process has been country-led, participatory, and transparent</li> <li>– Plan constitutes a solid corpus of strategies and actions addressing the key challenges of the education sector</li> <li>– Issues of equity, efficiency, and learning are soundly addressed to increase sector performance</li> <li>– There is consistency between different components of the sector plan</li> <li>– Financing, implementation and monitoring arrangements offer a good perspective for achievement</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Current and past sector plans (including from period prior to country joining GPE if available)</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• JSR reports</li> <li>• Other relevant reports or reviews that comment on the quality of previous sector plans</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post analysis (where data on previous policy cycles is available)</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>243</sup> OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

<sup>244</sup> The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, for selected indicators (and subject to data availability) the summative evaluations will look back up to five years prior to the country becoming a GPE member to conduct a trend analysis of relevant data.

<sup>245</sup> Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: [file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge\\_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf](file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf)

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Extent to which previous sector plans met current GPE or other (e.g., country specific) quality standards (if and where data is available)</li> <li>• Stakeholder views on strengths and weaknesses of (most recent and previous) sector planning processes in terms of:               <ul style="list-style-type: none"> <li>– Leadership for and inclusiveness of sector plan preparation</li> <li>– Relevance and coherence of the sector plan</li> <li>– Adequacy of sector plan in addressing equity, efficiency and learning issues</li> <li>– Timeliness of plan preparation processes</li> </ul> </li> </ul>		
<p><b>CEQ 1.2</b> What have been strengths and weaknesses of sector plan implementation during the period under review?</p>	<ul style="list-style-type: none"> <li>• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan. (If data is available: compared to progress made on implementing previous sector plan)</li> <li>• Extent to which sector plan implementation is fully funded (current/most recent plan compared to earlier sector plan if data is available)</li> <li>• Stakeholder views on timeliness, effectiveness and efficiency of sector plan implementation, and on changes therein compared to earlier policy cycles, due to:               <ul style="list-style-type: none"> <li>– Extent to which plans are coherent and realistic</li> <li>– Implementation capacity and management</li> <li>– Funding</li> <li>– Other (context-specific)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Current and past sector plans (including from period prior to country joining GPE if available)</li> <li>• DCP government ESP/TSP implementation documents including mid-term or final reviews</li> <li>• Relevant program or sector evaluations, including reviews preceding the period of GPE support under review</li> <li>• JSR reports</li> <li>• Reports or studies on ESP/TSP commissioned by other development partners and/or the DCP government</li> <li>• CSO reports</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post analysis (where data on previous policy cycles is available)</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>



MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 1.3</b> Has GPE contributed to the observed characteristics of sector planning? How?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)<sup>246</sup></p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> <li>• ESPDG amount as a share of total resources invested into sector plan preparation. Evidence of GPE ESPDG grant addressing gaps/needs or priorities identified by the DCP government and/or LEG</li> </ul> <p>b) Contributions through other (non ESPDG-related) support:</p> <ul style="list-style-type: none"> <li>• Support directed at priority needs/gaps identified by the DCP government and/or LEG</li> <li>• Support adapted to meet the technical and cultural requirements of the specific context in [country]</li> <li>• Support aimed at strengthening sustainable local/national capacities for sector planning or plan implementation</li> <li>• Stakeholder views on relevance and appropriateness of GPE technical assistance, advocacy, standards, guidelines, capacity building, facilitation, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g., quality assurance provided by Secretariat)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and other grant performance data</li> <li>• Secretariat reports, e.g., country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on technical assistance/advocacy</li> <li>• Country-specific grant applications</li> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)</li> </ul>
<p><b>CEQ 1.4</b> Has GPE contributed to the observed characteristics of sector plan implementation?</p>	<p>a) Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche (where applicable)</p>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review</li> </ul>

<sup>246</sup> Technical assistance and facilitation provided primarily through the Secretariat, the grant agent and coordinating agency. Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>How?</p> <p>a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche<sup>247</sup></p> <p>b) Through non-financial support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)<sup>248</sup></p>	<ul style="list-style-type: none"> <li>• Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education</li> <li>• Maximum allocation amounts and actual amount a country received from GPE through the fixed and/or the variable tranche and reasons for not receiving the total MCA;</li> <li>• Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG.</li> <li>• Progress made towards targets outlined in GPE grant agreements as triggers for variable tranche, compared to progress made in areas without specific targets (where applicable)</li> <li>• Proportion of overall sector plan funded through GPE ESPIG</li> <li>• Proportion of textbook purchases planned under current/most recent sector plan funded through GPE grant</li> <li>• Proportion of teachers trained under current/most recent sector plan funded through GPE grant</li> <li>• Proportion of classrooms built under current/most recent sector plan funded through GPE grant</li> <li>• Progress made towards objectives/targets outlined in GPE grant agreement (where applicable: compare progress made in areas with specific targets as triggers for release of variable tranche compared to progress made in areas without specific targets)</li> </ul>	<p>other grant performance data</p> <ul style="list-style-type: none"> <li>• Secretariat reports, e.g., country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on technical assistance/advocacy</li> <li>• Country-specific grant applications</li> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	<p>and interviews</p> <ul style="list-style-type: none"> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)</li> </ul>

<sup>247</sup> Where applicable.

<sup>248</sup> Technical assistance and facilitation provided primarily through the Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Timeliness of implementation of GPE grants (Education Sector Plan Development Grant, Program Development Grant, Education Sector Plan Implementation Grant)</li> <li>• Grant implementation is on budget</li> <li>b) Contributions through non-financial support               <ul style="list-style-type: none"> <li>• GPE support aimed at strengthening sustainable local/national capacities for plan implementation</li> <li>• Stakeholder views on relevance and appropriateness of GPE non-financial support in relation to:                   <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g., quality assurance provided by Secretariat)</li> </ul> </li> </ul> </li> </ul>		
<p><b>CEQ 1.5</b> Has GPE contributed to leveraging additional education sector financing and improving the quality of financing?</p> <p>a) Leveraging of additional finance from the government?</p> <p>b) Leveraging of additional finance from other partners through the GPE multiplier funding mechanisms (where applicable)?</p> <p>c) Leveraging of additional finance from other partners through means other than the multiplier funding mechanism?</p>	<p>a) Leveraging additional finance from government</p> <ul style="list-style-type: none"> <li>• Changes in country’s public expenditures on education during period under review (by sub-sector if available)</li> </ul> <p>b) Leveraging additional finance through multiplier funding</p> <ul style="list-style-type: none"> <li>• Extent to which country has achieved, maintained or exceeded 20 percent of public expenditures on education during period under review</li> <li>• Amount received through the GPE multiplier fund (if applicable).</li> </ul> <p>c) Leveraging additional finance through other means</p> <ul style="list-style-type: none"> <li>• Amounts and sources of domestic resources mobilized through GPE advocacy efforts</li> </ul> <p>(b and c):</p> <ul style="list-style-type: none"> <li>• Changes in relative size of GPE financial contribution in relation to other donor’ contributions</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews with national actors (e.g., Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)</li> <li>• GPE data (e.g., grant documents, country commitments and disbursements, donor pledges and contributions)</li> <li>• Creditor Reporting System (CRS) by OECD-DAC</li> <li>• UIS data by UNESCO</li> <li>• National data (e.g., Education Management Information</li> </ul>	<ul style="list-style-type: none"> <li>• Trend analysis for period under review</li> <li>• Comparative analysis (GPE versus other donor contributions)</li> <li>• Triangulation of quantitative analysis with interview data</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>d) Improvements in the quality of education finance (e.g., short, medium and long-term predictability, alignment with government systems)?</p>	<ul style="list-style-type: none"> <li>• Trends in external and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government</li> <li>• Changes in donor aid to country; Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms; Amounts and sources of non-traditional financing (e.g., private or innovative finance) that can be linked to GPE leveraging</li> </ul> <p>d) Quality of education finance</p> <ul style="list-style-type: none"> <li>• Alignment of GPE education sector program implementation grants with GPE’s system alignment criteria (including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively)</li> <li>• Possible reasons for non-alignment or non-harmonization (if applicable)</li> </ul>	<ul style="list-style-type: none"> <li>• Systems, school censuses and surveys, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</li> </ul>	
<b>CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?</b>			
<p><b>CEQ 2.1</b> Has sector dialogue changed during the period under review?</p>	<ul style="list-style-type: none"> <li>• Composition of the country’s LEG (in particular civil society and teacher association representation), and changes in this composition during period under review</li> <li>• Frequency of LEG meetings, and changes in frequency during period under review</li> <li>• Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> <li>– Inclusiveness</li> <li>– Frequency, consistency, clarity of roles and responsibilities</li> <li>– Relevance (i.e., perceptions on whether stakeholder input is taken into account for decision making)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• ESP/TSP, and documents illustrating process of their development</li> <li>• Back to office reports/memos from Secretariat</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate results of document review and interviews</li> <li>• Stakeholder analysis and mapping</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 2.2</b> Has sector monitoring changed?</p>	<ul style="list-style-type: none"> <li>– Quality (evidence-based, transparent)</li> <li>• Frequency of joint sector reviews conducted, and changes in frequency during period under review</li> <li>• Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JRSs conducted prior to this period)</li> <li>• Evidence deriving from JSRs is reflected in DCP government decisions (e.g., adjustments to sector plan implementation) and sector planning</li> <li>• Measures in the current sector plan to strengthen sector monitoring (especially monitoring the quality of teaching and learning, equity, equality and inclusion) are implemented</li> <li>• Stakeholder views on changes in JSRs in terms of them being:               <ul style="list-style-type: none"> <li>– Inclusive and participatory</li> <li>– Aligned to existing sector plan and/or policy framework</li> <li>– Evidence based</li> <li>– Used for learning/informing decision-making</li> <li>– Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)<sup>249</sup></li> </ul> </li> <li>• Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to ‘mutual accountability’ for the education sector.</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews</li> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate the results of document review and interviews</li> </ul>

<sup>249</sup> Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 2.3</b> Has GPE contributed to observed changes in sector dialogue and monitoring? How?</p> <p>a) Through GPE grants and funding requirements</p> <p>b) Through other support<sup>250</sup></p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> <li>• Proportion of EMIS-related improvements outlined current/most recent sector plan funded through GPE grant</li> </ul> <p>b) Non-grant related support</p> <ul style="list-style-type: none"> <li>• Support is targeted at issues identified as priorities by DCP government and/or LEG</li> <li>• Support is adapted to meet the technical and cultural requirements of the specific context in [country]</li> <li>• Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring</li> </ul> <p>a) and b)</p> <ul style="list-style-type: none"> <li>• Stakeholder view on relevance and appropriateness of GPE grants and related funding requirements, and of technical assistance in relation to: <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g., around JSRs)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>
<p><b>CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?</b></p>			
<p><b>CEQ 3.1</b> What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector</p>	<ul style="list-style-type: none"> <li>• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations)</li> </ul>	<ul style="list-style-type: none"> <li>• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country]</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>

<sup>250</sup> Technical assistance, advocacy, standards, quality assurance, guidelines, capacity building, facilitation, and cross-national sharing of evidence/good practice

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
plan development, sector financing and plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> <li>• Contributions to sector planning, plan implementation, sector dialogue or monitoring made by actors other than GPE</li> <li>• Changes/events in national or regional context(s)               <ul style="list-style-type: none"> <li>– Political context (e.g., changes in government/leadership)</li> <li>– Economic context</li> <li>– Social/environmental contexts (e.g., natural disasters, conflict, health crises)</li> <li>– Other (context-specific)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Relevant studies/reports commissioned by other education sector actors (e.g., donors, multilateral agencies) regarding nature/changes in their contributions and related results</li> <li>• Government and other (e.g., media) reports on changes in relevant national contexts and implications for the education sector</li> <li>• Interviews</li> </ul>	
<b>CEQ 3.2</b> During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	<ul style="list-style-type: none"> <li>• Types of unintended, positive and negative, effects on sector planning, sector financing, sector plan implementation, sector dialogue and monitoring deriving from GPE funding (grants)</li> <li>• Types of unintended, positive and negative, effects deriving from other GPE support.</li> </ul>	<ul style="list-style-type: none"> <li>• All data sources outlined for CEQs 1 and 2 above</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>
<b>Key question II: Has the achievement of country-level objectives<sup>251</sup> contributed to making the overall education system in [country] more effective and efficient?</b>			
<b>CEQ 4</b> During the period under review, how has the education system changed in relation to: <ul style="list-style-type: none"> <li>a) Quality of teaching/instruction</li> <li>b) Evidence-based, transparent</li> </ul>	<ul style="list-style-type: none"> <li>a) Quality of teaching/instruction</li> <li>• Changes in pupil/trained teacher ratio during period under review</li> <li>• Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of</li> </ul>	<ul style="list-style-type: none"> <li>• Education Management Information System (EMIS)</li> <li>• UIS data</li> <li>• World Bank data</li> <li>• Household survey data</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of statistical data for periods under review</li> <li>• Triangulate the results of document</li> </ul>

<sup>251</sup> GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>decision making<sup>252</sup></p> <p>c) Country-specific areas of system strengthening for furthering equity and/or learning, and for ensuring effective and efficient use of resources.</p>	<p>pupils per school)</p> <p>b) Evidence-based, transparent decision making</p> <ul style="list-style-type: none"> <li>• Changes in number of education indicators that country reports to UIS during period under review</li> <li>• Changes in whether country has quality learning assessment system within the basic education cycle during period under review</li> <li>• Other, country-specific indicators illustrating changes in evidence-based, transparent data collection, reporting and decision making</li> </ul> <p>c) Indicators for specific areas of education systems strengthening as outlined in the country's current sector plan related to:</p> <ul style="list-style-type: none"> <li>• Sector management (e.g., changes in ministerial, district and/or school level management structures, guidelines, staffing, financing, approaches to ensuring effective and efficient use of resources)</li> <li>• Learning (appropriate and available education inputs, additional country-specific efforts to enhance the quality of teaching/instruction, e.g., through new/improved incentives for schools/teachers)</li> <li>• Equity (removal of barriers to school participation for all learners; creating inclusive learning environments)</li> </ul> <p>(a-c): Stakeholder perceptions of areas within the education system that have/have not changed during period under review</p>	<ul style="list-style-type: none"> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent progress reports</li> <li>• Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Appraisal Reports</li> <li>• Public expenditure reports</li> <li>• CSO reports</li> <li>• SABER database</li> <li>• Education financing studies</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Interviews</li> </ul>	<p>review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening</p>

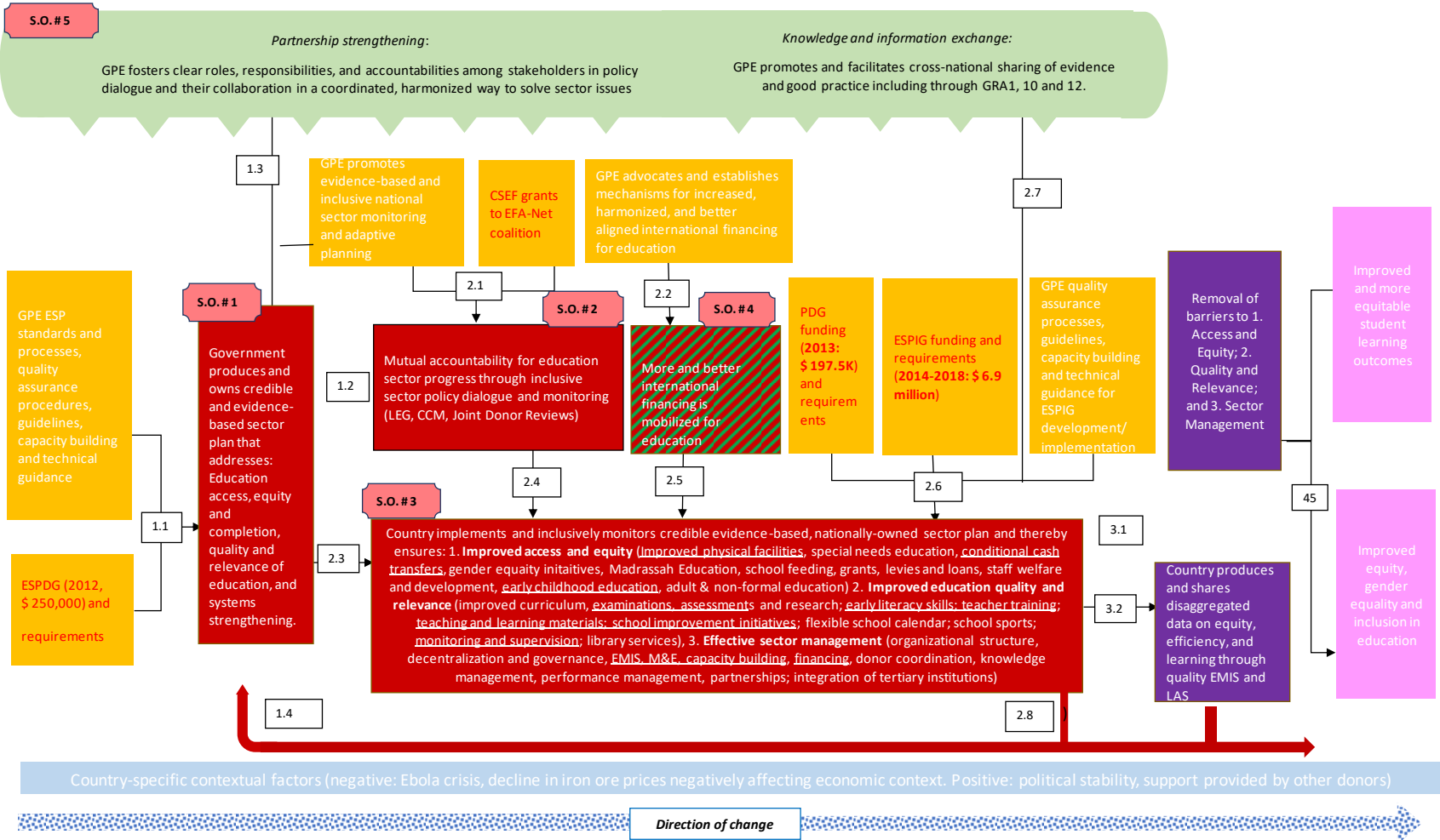
<sup>252</sup> Sub-questions a) and b) reflect indicators under Strategic Goal #3 as outlined in the GPE results framework. Sub-questions c) explores additional, country-specific indicators for system-level change.



MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 5</b> How have changes in sector planning, plan implementation, and mutual accountability contributed to observed changes at education system level?</p>	<ul style="list-style-type: none"> <li>• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level</li> <li>• Alternative explanations for observed changes at system level (e.g., changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)</li> <li>• Stakeholder perceptions of reasons for observed changes</li> </ul>	<ul style="list-style-type: none"> <li>• Sources as shown for CEQ 4</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	
<p><b>Key question III: Have changes at education system level contributed to progress towards impact?</b></p>			
<p><b>CEQ 6:</b> During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p>	<p>a) Learning outcomes:</p> <ul style="list-style-type: none"> <li>• Changes in learning outcomes (basic education) during period under review.</li> <li>• Changes in percentage of children under five (5) years of age in COUNTRY who have been developmentally on track in terms of health, learning and psychosocial well-being. Or changes in other early childhood care and education measures from country-level surveys</li> </ul> <p>b) Equity, gender equality, and inclusion:</p> <ul style="list-style-type: none"> <li>• Changes in proportion of children who complete (i) primary, (ii) lower-secondary education</li> <li>• Changes in out of school rate for (i) primary, (ii) lower-secondary education</li> <li>• Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds)</li> <li>• Education sector plan sets gender parity index/targets for (i) primary, (ii) lower-secondary education</li> <li>• Extent to which these targets have been achieved</li> <li>• Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review</li> </ul>	<ul style="list-style-type: none"> <li>• Sector performance data available from GPE, UIS, DCP government and other reliable sources</li> <li>• Teacher Development Information System (TDIS)</li> <li>• Education Management Information System (EMIS)</li> <li>• National examination data</li> <li>• International and regional learning assessment data</li> <li>• EGRA/EGMA data</li> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent and Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Appraisal Reports</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of available education sector data during period under review</li> <li>• Triangulation of statistical data with qualitative document analysis and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	(a and b): Additional country-specific indicators as outlined in current sector plan and/or related monitoring framework	<ul style="list-style-type: none"> <li>• Interviews</li> </ul>	
<p><b>CEQ 7</b> Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?</p> <p>What other factors can explain changes in learning outcomes, equity, etc.?</p>	<ul style="list-style-type: none"> <li>• Changes in country’s change trajectory related to learning outcomes, equity, gender equality, and inclusion during period under review</li> <li>• Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5</li> <li>• Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review</li> </ul>	<ul style="list-style-type: none"> <li>• Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available)</li> <li>• Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of available education sector data during period under review</li> <li>• Triangulation of statistical data with qualitative document analysis and interviews</li> <li>• Weigh supporting and refuting evidence of GPE contributions to sector outcomes during period of review</li> </ul>

# Appendix II GPE country-level theory of change for The Gambia



**LEGEND**

xxx	<b>Non-financial</b> GPE inputs/support (technical assistance, facilitation, advocacy)
xxx	GPE <b>financial</b> inputs/support (grants) and related funding requirements
	<b>Country-level objectives</b> that GPE support/influence directly contributes to. <u>Underlined</u> items are issues (at least partly) supported through the ESPIG co-funded READ project.
	<b>Global-level objectives</b> that GPE support/influence directly contributes to, which have consequences at country level
	<b>Global-level objectives</b> with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	<b>Intermediate outcomes:</b> Education system-level changes
	<b>Impact:</b> Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1

Numbers represent the key areas where **logical linkages** (explanatory mechanisms) connect different elements of the theory of change to one another (*'because of x, y happens'*). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

**Table ii.1** Key explanatory mechanisms and underlying assumptions in the adapted country ToC for The Gambia

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>253</sup>	(IMPLICIT) CONTRIBUTION CLAIM
<b>1 – GPE contributions to sector planning</b>			
1.1, 1.2, 1.3 and 1.4	<p>BECAUSE</p> <p>(1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance, and</p> <p>(2) GPE promotes (at global and country levels) evidence-based and adaptive planning</p> <p>(3) promotes and facilitates cross-national sharing of evidence and good practice</p> <p>(4) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning</p> <p>– Government of The Gambia produces and owns credible and evidence-based sector plans focused on equity, efficiency, and learning.</p>	<p>Country level stakeholders (MoBSE, LEG members) have the capabilities (knowledge and skills), opportunities (resources, conducive external environment), and motivation (political will, incentives) to jointly and collaboratively improve sector analysis and planning.<sup>254</sup></p> <p>GPE has sufficient leverage within the country for GPE financial and non-financial support to influence sector planning, including LEG existence and functioning.</p> <p>EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.</p>	<p>Contribution claim A: GPE (financial and non-financial) support and influence contribute to the <i>development</i> of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.</p>

<sup>253</sup> Critical assumptions are events and conditions necessary for the respective logical link (mechanism) to work.

<sup>254</sup> Mayne (2017) suggests analyzing changes in individual or organizational ‘capacity’, as the foundation of behavioral and practice change, by exploring the three interrelated dimensions of capabilities, motivation, and opportunity. See: Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017.

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>253</sup>	(IMPLICIT) CONTRIBUTION CLAIM
<b>2 - GPE contributions to sector plan implementation, sector monitoring, and dialogue</b>			
2.1	<p>BECAUSE</p> <p>(1) GPE provides CSEF grants,</p> <p>(2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels, and</p> <p>(3) GPE promotes and facilitates cross-national sharing of evidence and good practice,</p> <p>– there is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring.</p>	<p>GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning.</p> <p>Country level stakeholders (MoBSE, LEG members) have the capabilities (knowledge and skills), opportunities (including resources), and motivation (including political will and incentives) to work together to solve education sector issues.</p>	<p>Contribution claim B: GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to <i>mutual accountability</i> for education sector progress.</p>
2.2	<p>BECAUSE</p> <p>(1) GPE advocates for and establishes mechanisms for increased, harmonized, and better aligned international financing for education, and</p> <p>(2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes</p> <p>– there is more and better financing for education is mobilized in the country.</p>	<p>GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing.</p> <p>External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.</p>	<p>Contribution claim C: GPE advocacy and funding requirements contribute to more and better financing for education in the country.</p>

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>253</sup>	(IMPLICIT) CONTRIBUTION CLAIM
2.3, 2.4, 2.5, 2.6 2.7 and 2.8	<p>BECAUSE –</p> <p>(1) GPE provides funding through PDGs and ESPIGS,</p> <p>(2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation,</p> <p>(3) there is mutual accountability for education sector progress,</p> <p>(4) the country has developed a credible and evidence-based sector plan,</p> <p>(5) more and better domestic and international financing for education is available,</p> <p>(6) GPE promotes and facilitates cross-national sharing of evidence and good practice (including through GRA-supported projects)</p> <p>(7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation</p> <p>– The Gambia implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning.</p>	<p>Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan.</p> <p>Available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan.</p> <p>Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum.</p> <p>Country-level stakeholders (MoBSE, LEG members) take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation.</p> <p>The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.</p>	<p>Contribution claim D: GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation of</i> sector plans.</p>

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>253</sup>	(IMPLICIT) CONTRIBUTION CLAIM
<b>3. From country-level objectives to system-level change (intermediary outcome)</b>			
3.1	<p>BECAUSE</p> <p>The Gambia implements and monitors realistic, evidence-based education sector plans based on equity, efficiency and learning –</p> <p>the education system becomes more effective and efficient towards delivering equitable quality educational services for all.</p>	<p>Education sector plan implementation leads to improvements of previous shortcomings in the education system including related to each of, as well as to the interaction between elements such as:</p> <p>Sector management</p> <ul style="list-style-type: none"> <li>• Effective and efficient use of available resources</li> <li>• Effective sector management at national, sub-national and local/school levels</li> <li>• Evidence-based, transparent decision making – e.g., regularly conducted quality learning assessments, regularly collected data on EMIS, transparency and reporting of data, integrated and effective data systems to facilitate use</li> </ul> <p>Learning:</p> <ul style="list-style-type: none"> <li>• Appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, lesson plans/teacher training tools, numbers and allocations of trained teachers, teachers trained in using existing curricula and related materials, incentives for teachers, teacher supervision</li> <li>• Quality of teaching/instruction – e.g., instructional time, language of instruction, appropriate pedagogy (teaching at right level), teacher-learner relationship, effective school management</li> </ul> <p>Equity:</p> <ul style="list-style-type: none"> <li>• Removal of barriers to school participation for all learners</li> <li>• Inclusive learning environment</li> </ul>	<p>Contribution claim E: The implementation of realistic evidence based sector plans contributes to positive changes at the level of the overall <i>education system</i>.</p>



#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>253</sup>	(IMPLICIT) CONTRIBUTION CLAIM
3.2	<p>BECAUSE</p> <p>(1) sector plan implementation includes provisions for strengthened EMIS and LAS, and</p> <p>(2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress</p> <p>– country produces and shares disaggregated data on equity, efficiency, and learning.</p>	<p>There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze and report on available data and maintain EMIS and LAS.</p> <p>There are clearly delineated roles and responsibilities to produce data, report against data, and use data to monitor implementation.</p>	
<b>4. From system-level change (intermediate outcomes) to impact</b>			
4	<p>BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality, and inclusion in education.</p>	<p>Changes in the education system positively affect learning outcomes and equity.</p> <p>Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.</p>	<p>Contribution claim F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.</p>

## Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.<sup>255</sup> The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for The Gambia (Appendix II).<sup>256</sup>

The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.<sup>257</sup>

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in question are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review.

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an eight-working day mission to The Gambia from April 3-13, 2018; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

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<sup>255</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

<sup>256</sup> This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

<sup>257</sup> See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)
- Stakeholder consultations through individual and group interviews in The Gambia. In addition, telephone interviews were conducted with the GPE Secretariat country focal point, World Bank staff members based in Washington and Dubai, and with a former senior MoBSE staff member. Appendix IV provides an overview and analysis of the different stakeholder groups consulted, Appendix V provides a list of the specific consulted stakeholders. In total, the evaluation team interviewed 79 individuals (see Box iii.3).
- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.<sup>258</sup>

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

The evaluation encountered no significant limitations that would have required mitigation.

#### **Box iii.3: Consulted Stakeholders**

Ministry of Basic and Secondary Education (MoBSE): 26 individuals including two former staff

Ministry of Higher Education, Science and Technology (MoHERST): 3 individuals

Other government departments/institutions (Finance, National Assembly): 2 individuals

Civil Society Organizations (CSOs) including teacher union: 29 individuals

Grant Agent (World Bank), Coordinating Agency (UNICEF) and UNESCO/NATCOM 7 individuals

Faith-based/private education providers - 9 individuals

Gambia college – 2 individuals

GPE Secretariat: 1

<sup>258</sup> The key sources of data are the UNESCO Institute for Statistics (UIS) database, [data.uis.unesco.org](http://data.uis.unesco.org); the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>; and country-level datasets and data sources, in particular the 2016/2017 MoBSE Statistical Yearbook and the 2017 ESA, which drew upon EMIS data.

## Appendix IV Stakeholder mapping

The table below is adapted from the generic stakeholder mapping presented in the assignment inception report and tailored to The Gambian context.

*Table iv.1 Stakeholder mapping within The Gambia context*

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
<b>Global Partnership for Education</b>		
Secretariat	<p><b>Interest:</b> High.</p> <p><b>Influence:</b> High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board.</p> <p><b>Importance:</b> High</p>	The main internal stakeholders and users of the evaluation; key informants; facilitated the evaluation team's contacts with external stakeholders. Country lead was consulted both before and after the country field mission. The evaluation team shared and discussed the presentation of preliminary findings with Secretariat staff.
Board members (from developing countries included in the sample)	<p><b>Interest:</b> High.</p> <p><b>Influence:</b> High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies.</p> <p><b>Importance:</b> High</p>	The Gambia is represented on the Board through the constituency Africa 3. Current Board members are from Liberia (board member) and South Sudan (Alternate). These board members were <i>not</i> consulted during the course of this country evaluation.
<b>Country-level</b>		
<b>Government of The Gambia</b>		
Ministry of Basic and Secondary Education (MoBSE)	<p><b>Interest:</b> High</p> <p><b>Influence:</b> High. Responsible for shaping and implementing education sector policy and managing related financing.</p> <p><b>Importance:</b> High. Main partner for GPE grant design and implementation.</p>	Key informants at country level. Senior MoBSE staff, including the Minister of Education and the (both current and former) Permanent Secretaries were interviewed in person during the country visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
MoBSE Regional Education Directorate (RED)	<p>Interest: High</p> <p>Influence: High-Medium. Responsible for implementing education sector policy on the ground.</p> <p>Importance: High. Partner for GPE grant-funded program implementation.</p>	Informant at the country level. Senior staff of one Regional Directorate were consulted during the country visit.
Ministry of Higher Education, Research and Technology (MoHERST)	<p>Interest: High</p> <p>Influence: Medium-High. Responsible for teacher pre-service training. Co-lead for sector plan development together with MoBSE.</p> <p>Importance: High. Secondary partner for GPE grant design and implementation. Key interest in ensuring quality education at basic levels to 'feed into' higher education.</p>	Informants at the country level. The Minister as well as senior staff members were interviewed during the country visit.
Ministry of Finance and Economic Affairs (MoFEA)	<p>Interest: Medium-High. Education is one among various competing priorities in The Gambia.</p> <p>Influence: Medium-High. Responsible for budget allocations to the education sector. Until now, low influence on donor harmonization and use of mechanisms such as pooled funding.</p> <p>Importance: High.</p>	Key informants at country level. Three staff members were interviewed during the country visit.
National Assembly of The Gambia	<p>Interest: Medium</p> <p>Influence: Medium. The National Assembly reviews and needs to approve education budgets.</p> <p>Importance: Medium.</p>	One member of the National Assembly was interviewed in person.
<b>Key Education Sector Stakeholders (national level)</b>		
Grant Agent:	<p>Interest: High</p> <p>Influence: High. Responsible for managing all ESPIGs in The Gambia to date.</p> <p>Importance: High</p>	Key informants. Both current and former staff members were consulted in person and by telephone.
Coordinating agency:	<p>Interest: High</p> <p>Influence: Medium-High. Through its facilitating role, the coordinating agency played an important role the functioning of the LEG.</p> <p>Importance: High</p>	Key informants at country level – current and former staff interviewed in person during the country visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Development Partners (multilateral organizations):	<p><b>Interest:</b> High</p> <p><b>Influence:</b> Medium, through participation in, and contributions to the LEG, which includes reviewing GPE grant proposals, as well as through other development partner activities in the education sector. Also participants in the CCM and JDR.</p> <p><b>Importance:</b> High</p>	Key informants at country level who were interviewed in person during the country visit. There are currently no bilateral donor agencies engaged in The Gambian education sector.
International non-governmental organizations:	<p><b>Interest:</b> NA</p> <p><b>Influence:</b> NA</p> <p><b>Importance:</b> NA</p>	There are currently no international NGOs active in The Gambian education sector.
Domestic non-governmental organizations:	<p><b>Interest:</b> High</p> <p><b>Influence:</b> Medium. Are active members of the LEG, CCM and Joint Donor Reviews, and, as such, provide input to sector dialogue and monitoring.</p> <p><b>Importance:</b> Medium-High</p>	Key informants at country level. Were consulted during the country site visit. This included The Gambia Teachers' Union (GTU) and the GTU Credit Union.
Teachers/Head teachers and Parents	<p><b>Interest:</b> High</p> <p><b>Influence:</b> Medium-Low. In role as teacher/head teacher associations, represented on LEG, CCM and JDRs and thus with some influence on sector policy making.</p> <p><b>Importance:</b> Medium-High</p>	Informants at the country level. Representatives of several teacher and head teacher associations as well as from the national school committee association (which brings parents and teachers together) were consulted during the country visit.
Private and faith-based education providers	<p><b>Interest:</b> Medium-high</p> <p><b>Influence:</b> Medium-Low. Are members of the LEG, CCM and Joint Donor Reviews and thus influence education policy making.</p> <p><b>Importance:</b> Medium</p>	The evaluation team consulted with private and faith-based education providers during the country site visit.
Philanthropic Foundations	<p><b>Interest:</b> NA</p> <p><b>Influence:</b> NA</p> <p><b>Importance:</b> NA</p>	Philanthropic foundations do not play a role in The Gambia in relation to Basic Education. <i>No</i> consultations conducted.

## Appendix V List of consulted individuals

In total, the evaluation team consulted with 79 individuals as shown in table v.1 below.

**Table v.1** *Consulted stakeholders*

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministry of Science, Education and Technology	Badjan, Muhammed A.	Head – Madrassa Unit	M
	Bah, Alhagie	Financial Controller	M
	Bah, Alpha	Systems Analyst	M
	Buoy, Babucarr	Former Permanent Secretary	M
	Camara, Sainey	Head – School Improvement Unit	M
	Cham, Momodou	Head – Planning	M
	Chow, Mariama	Focal Point – GPE	W
	Cole, Hon. Claudiana	Minister	W
	Dibba, Saikou	Head – Adult and Non-formal Education	M
	Fatajo, Lamin	Director – Human Resources	M
	Foon-Chore, Sohna	Principal Education Officer: Budget	M
	Gaye, Ebou Serign	Construction Program Manager – PCU	M
	Gomez, Addison	Procurement Officer – Project Coordination Unit (PCU)	M
	Gomez, Andrew	Head – M&E (Region 1)	M
	Hydara, Sherif Yunus*	Former MoBSE Head of PCU	M
	Jaiteh, Lamin F.M.	Principal Education Office (Region 1)	M
	Jallow, Alhagie	Senior Cluster Monitor (Region 1)	M
	Jallow, Muhammed	Permanent Secretary	M
	Jammeh, Dr. Burama L.J.	Director – CREDD (Region 1)	M
	Jatta-Jarju, Tida	Director – Basic and Secondary Education	W
	Jeng, Modou	INSET	M
	Khan, Haddy	ECD Unit	W
	Mendy, Anna Nancy	Special Needs Education Unit	W
	Saidy, Ebrima	Director – Regional Education Directorate (Region 1)	M
	Sowe, Abdoulie	Deputy Project Manager – PCU	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	Sura, Duou	Principal Education Officer (Region 1)	M
Ministry of Finance and Economic Affairs (MoFEA)	Gaye, Sulayman	Deputy Project Coordinator	M
Ministry of Higher Education, Research Science and Technology (MoHERST)	Darboe, Muctarr M.Y.	Director – Science, Technology and Innovation	M
	Joof, Hon. Badara	Minister	M
	Touray, Yusupha	Director of Planning	M
National Assembly of The Gambia	Gassama, Yaya	Chairman Education Select Committee of the National Assembly	M
Gambia Association of Teachers of English (GATE)	Bah, Alhaji	Member	M
	Bass, Nicolas Pa	Member	M
	Gomez, Emily	Member	W
	Ndow, Elizabeth	Member	W
	Ndure, Omar J.	Chairman	M
	Sambou, Mamie Olga	Member	W
	Sillah, Rohey	Member	M
Maths Teachers Association of The Gambia (MATAG)	Jallow, Saidou	Chairperson	M
Conference of Principals of Upper Basic Schools	Jaiteh, Batuoo	Secretary General	M
Association of Lower Basic Schools (ALBASH)	Sanyang, Sarja A.K.	Chairman	M
National School Management Committee (SMC)	Jawara, Member	Deputy Chairperson	M
	Sanneh, Modou	Chairperson	M
National Association of Early Childhood Education (NAECE)	Gibba, Sainey	Secretary General	M
	Omodion, Emmanuel	Acting President	M
Gambia College	Ndow, Isatou	Vice Principal	M
	Yarboe, Demba	Registrar	M
Zenith (private school)	Adebawal A., Adegbite	Teacher	M
	Bah, Mohammed	Teacher	M



ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	Clark, Victoria	Principal	W
	Sylvester, John	Teacher	M
Faith Based Education Providers	Cessay, Omar	Director HR - AMANAA	M
	Jammeh, Omar	Head Office Monitor – AMANAA	M
	Kebbe, Phoday	Executive Director – ISRA	M
Methodist Mission	Bailor, George Max	Officer	M
Anglican Mission	Manley, Christopher	Education Lead	M
The Association of Non-Governmental Organizations (TANGO)	Yarboe, Ousman	Executive Director	M
Action Aid	Barrow, Almamo	Head of Programs	M
	Kanyi, Foday	Focal Point Education	M
Education For All Campaign Network The Gambia (EFA-Net)	Gaye, Siyat	Coordinator	M
Forum for African Women Educationalists (FAWEGAM)	Njie-Eribo, Yadicone	Coordinator	W
Future in our Hands (FIOH)	Secka, Aminata	Senior Programme Officer School Development Unit	W
Gambia Teachers Union (GTU)	Corr, Antoinette	Secretary General – Gambia Teachers Union	W
	Joof, Babucarr	Secretary General – Gambia Teachers Union Co-operative Credit Union (GTU/CCU)	M
Educational Research Network for West and Central Africa (ERNWACA)	Mr. Njie	Researcher	M
NOVA SCOTIA Gambia Association (NSGA)	Mendy, Francois S.	Senior Project Manager	M
Coordinating Agencies – World Bank and United Nations Child Fund (UNICEF)	James Leighton, Rupert	Deputy Resident Representative	M
	Jatta, Nuha	Program Officer	M
	Lattouf, Sandra	Resident Representative	W

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
World Bank	Imnadze, Elene	Country Representative	W
	Lahire, Natalie*	Former READ Task Team Leader (TTL)	W
	Wilcox, Ryoko Tomita*	READ Task Team Leader (TTL)	W
UNESCO/NATCOM	Senghor, Ousman	Director Gambia Office	M
GPE Secretariat	Lutta Kiyenje, Josephine	Country Lead for The Gambia	W

## Appendix VI List of reviewed documents

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## Appendix VII Ratings of contribution claims and assumptions

To illustrate evaluation findings on the likely validity of the different elements in the GPE country-level theory of change, and of the assumed logical links between them, the evaluation team used a simple color rating approach to rate (i) the extent to which available evidence **supported different contribution claims** outlined in the ToC; (ii) the **strength of the various assumptions** that had been identified as underlying each contribution claim. Tables vii.1 and vii.2 below illustrate the criteria applied to guide these ratings.

**Table vii.1** Definition of color-coded ratings for contribution claims

Evidence <b>supports</b> the contribution claim. <sup>259</sup>	<ul style="list-style-type: none"> <li>Envisaged objective has been fully or mostly achieved (e.g., a country owned credible ESP has been developed)</li> </ul> <p><i>and</i></p> <ul style="list-style-type: none"> <li>All or most of the underlying assumptions as outlined in the theory of change apply (i.e., are rated 'strong')</li> </ul> <p><i>and/or</i></p> <ul style="list-style-type: none"> <li>There are no alternative explanations that would suffice/are more likely than elements in the ToC to explain the change</li> </ul>
Evidence <b>partly supports</b> contribution claim	<ul style="list-style-type: none"> <li>Envisaged objective has been partly achieved (e.g., ESP has been developed, but is not country-owned)</li> </ul> <p><i>and</i></p> <ul style="list-style-type: none"> <li>All or most underlying assumptions as outlined in the theory of change apply only partially (i.e., are rated 'moderate')</li> </ul> <p><i>and/or</i></p> <ul style="list-style-type: none"> <li>There are some alternative explanations that are as or more likely than elements in the ToC to explain noted change</li> </ul>
Evidence <b>does not support</b> contribution claim	<ul style="list-style-type: none"> <li>Envisaged objective has not or only marginally been achieved (e.g., ESP has not been developed; no positive change in quality/amounts of education sector funding)</li> </ul> <p><i>and</i></p> <ul style="list-style-type: none"> <li>All or most of the underlying assumptions as outlined in the theory of change do not apply (i.e., are rated 'red')</li> </ul> <p><i>and/or</i></p> <ul style="list-style-type: none"> <li>There are alternative explanations that are more likely than the elements of the ToC to explain the noted change</li> </ul>

<sup>259</sup> While it does not *prove* the claim, evidence suggests that contribution claim is *more likely than not* to be true

<b>Insufficient evidence</b> to assess the likely validity of the contribution claim	<ul style="list-style-type: none"> <li>No/insufficient data on whether the envisaged objective has or has not been achieved</li> </ul> <i>and/or</i> <ul style="list-style-type: none"> <li>For all or most of the underlying assumptions as outlined in the theory of change it is unclear if they apply or not (i.e., they are rated 'white', see assumptions rating below)</li> </ul>
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**Table vii.2** Definition of color-coded ratings for underlying assumptions

Strong	Evidence deriving from all or most lines of enquiry indicates that this assumption applies in the given context. <i>And</i> There is no evidence that contradicts the application of this assumption
Moderate	Evidence deriving from all or most lines of enquiry indicates that the assumption only partly applies in the given context <i>And/or</i> There is some evidence that indicates that this assumption does not apply
Weak	Evidence from all or most lines of inquiry indicates that this assumption does not apply in the given context
Uncertain	Available evidence does not allow assessing the assumption, i.e., available evidence either does not address the specific assumption or is inconclusive on whether it applies or not.

Table viii.3 illustrates the relationship between the six **contribution claims** and the various **underlying assumptions** for each of them.<sup>260</sup>

**Table vii.3** Contribution claims and underlying assumptions

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING
<b>A:</b> GPE (financial and non-financial) support and influence contribute to	Country level stakeholders have the <i>capabilities</i> (knowledge and skills) to jointly and collaboratively improve sector analysis and planning	
	Country level stakeholders have the <i>opportunities</i> (resources, conducive external environment) to jointly and collaboratively improve sector analysis and planning	

<sup>260</sup> We have slightly adapted the list of underlying assumptions that had been presented in the inception report, by in one case separating one complex assumption into three separate ones (to distinguish between changes in key actors' motivation, opportunity and capabilities), and in another case merging two assumptions that addressed the same issue (reporting and use of EMIS data).

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING
the <i>development</i> of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.	Country level stakeholders have the <i>motivation</i> (political will, incentives) to jointly and collaboratively improve sector analysis and planning.	
	GPE has sufficient leverage within The Gambia for GPE support to influence sector planning, including LEG existence and functioning.	
	EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.	
<b>B:</b> GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to <i>mutual accountability</i> for education sector progress.	GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning	
	Country level stakeholders have the capabilities (knowledge and skills) to work together to solve education sector issues	
	Country level stakeholders have the opportunities (including resources) to work together to solve education sector issues	
	Country level stakeholders have the motivation (including political will and incentives) to work together to solve education sector issues	
<b>C:</b> GPE advocacy and funding requirements contribute to <i>more and better financing for education</i> in the country	GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing	
	External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.	
<b>D:</b> GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.	Relevant government actors have the motivation (political will, incentives) to implement all elements of the sector plan.	
	Relevant government actors have the opportunity to implement all elements of the sector plan. (Conducive environment, domestic and international funding is sufficient in quantity and adequate in quality)	
	Relevant government actors have the technical capabilities to implement all elements of the sector plan.	
	Country-level development partners have the motivation and opportunity (e.g., directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum	
	Country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation.	

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING
	The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.	
<b>E:</b> The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall <i>education system</i> .	Education sector plan implementation leads to improvements of previous shortcomings in the education system including in relation to:	
	Sector management (e.g., effective and efficient use of available resources)	
	Learning (e.g., appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, instructional time, school management)	
	Equity (e.g., removal of barriers to school participation for all learners)	
	There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze, report on and use available data and maintain EMIS and LAS	
<b>F:</b> Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.	Changes in the education system positively affect learning outcomes and equity.	
	Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.	



# Appendix VIII Visual summary of contribution claim analyses

Figures viii.1 – 4 below provide a visual summary of evaluation findings on whether and how GPE inputs/activities as well as additional (external) factors are likely to have contributed to the different results envisaged by the country level theory of change.

The graphics use the same color coding described in Appendix VII.

**Figure viii.1 GPE contributions to strengthening sector planning<sup>261</sup>**

## Planning



<sup>261</sup> GPE contributions marked with a star are those that appear to have made the most distinct contribution to capacity changes.

Figure viii.2 GPE contributions to strengthening sector dialogue and monitoring

## Sector dialogue and monitoring

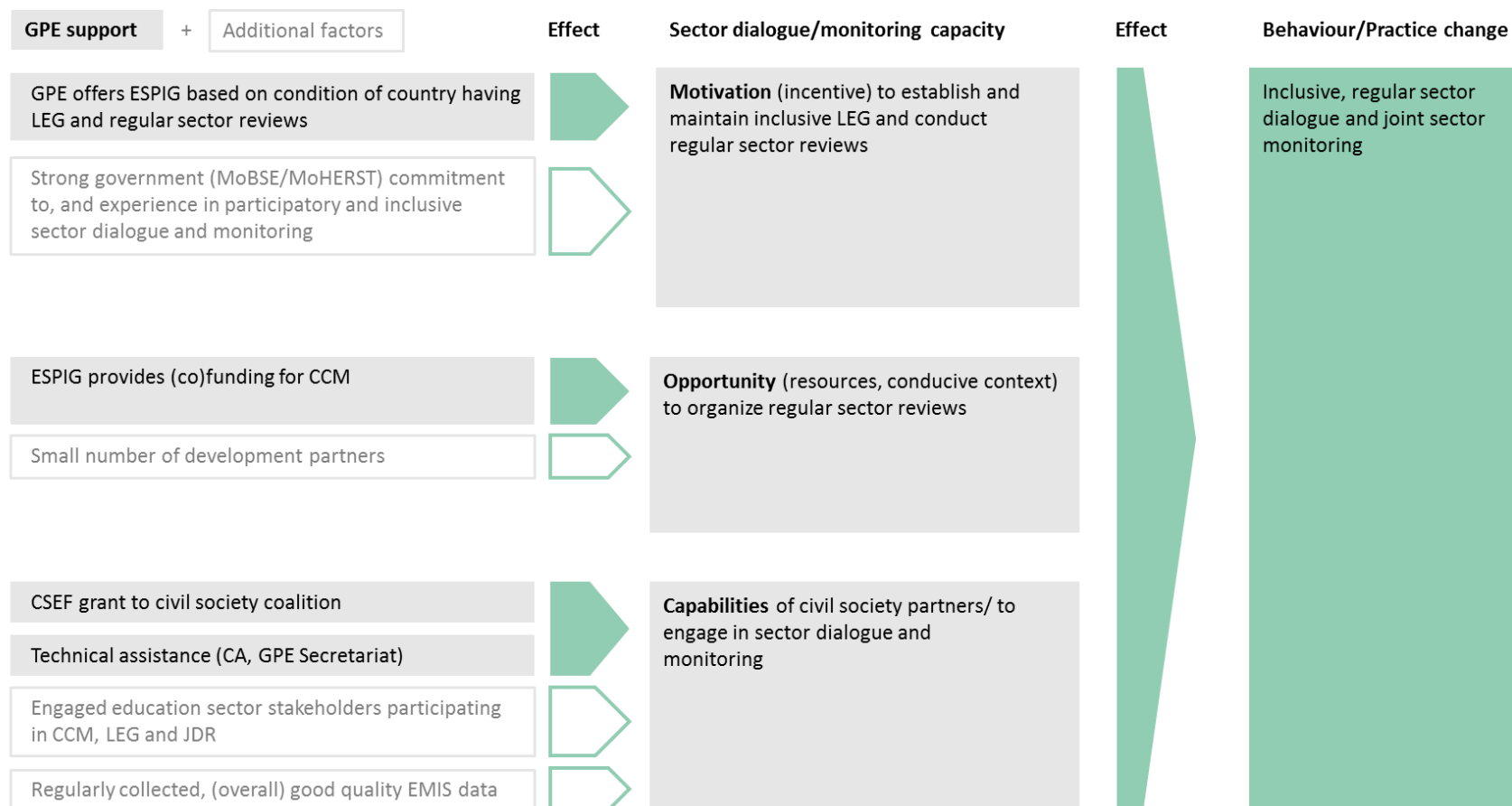


Figure viii.3 GPE contributions to more and better sector financing

## Sector financing

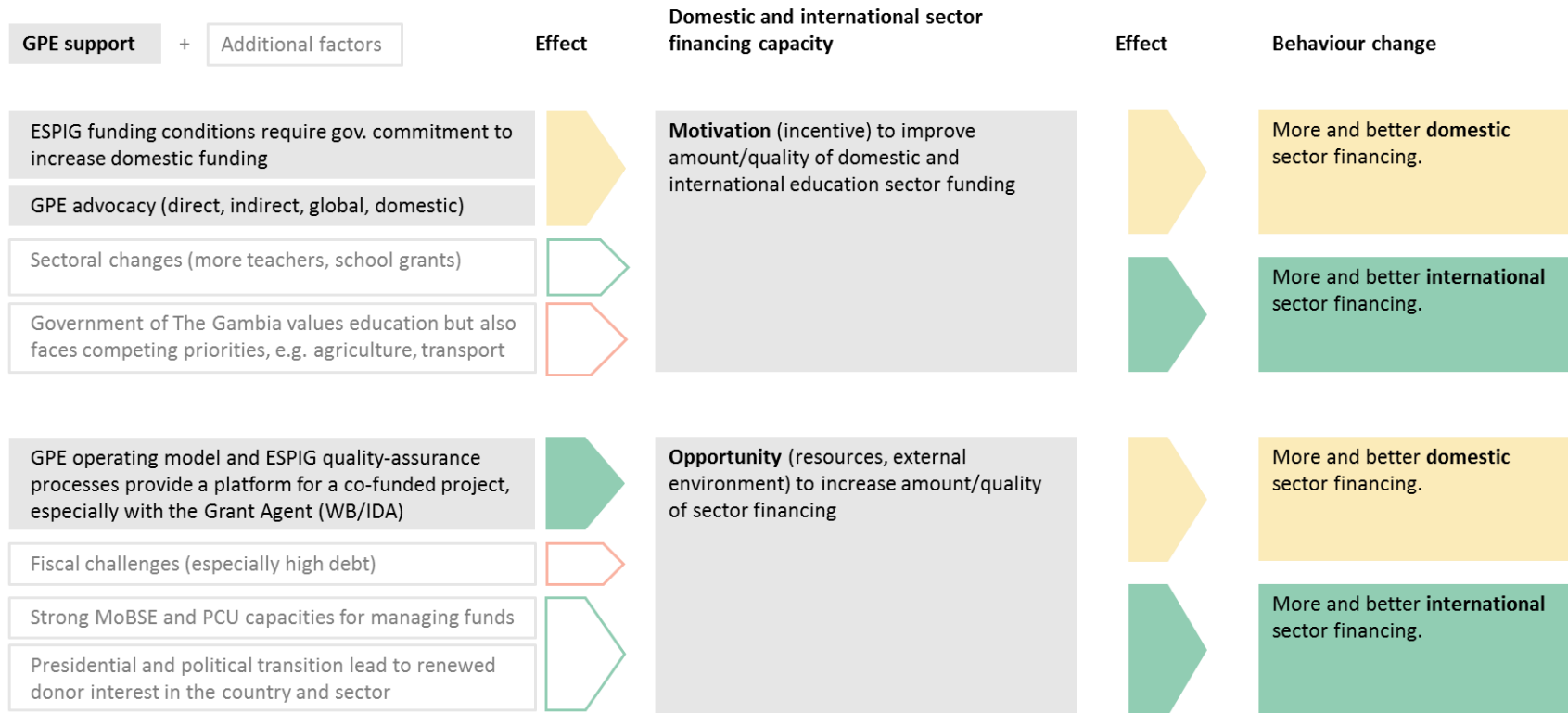
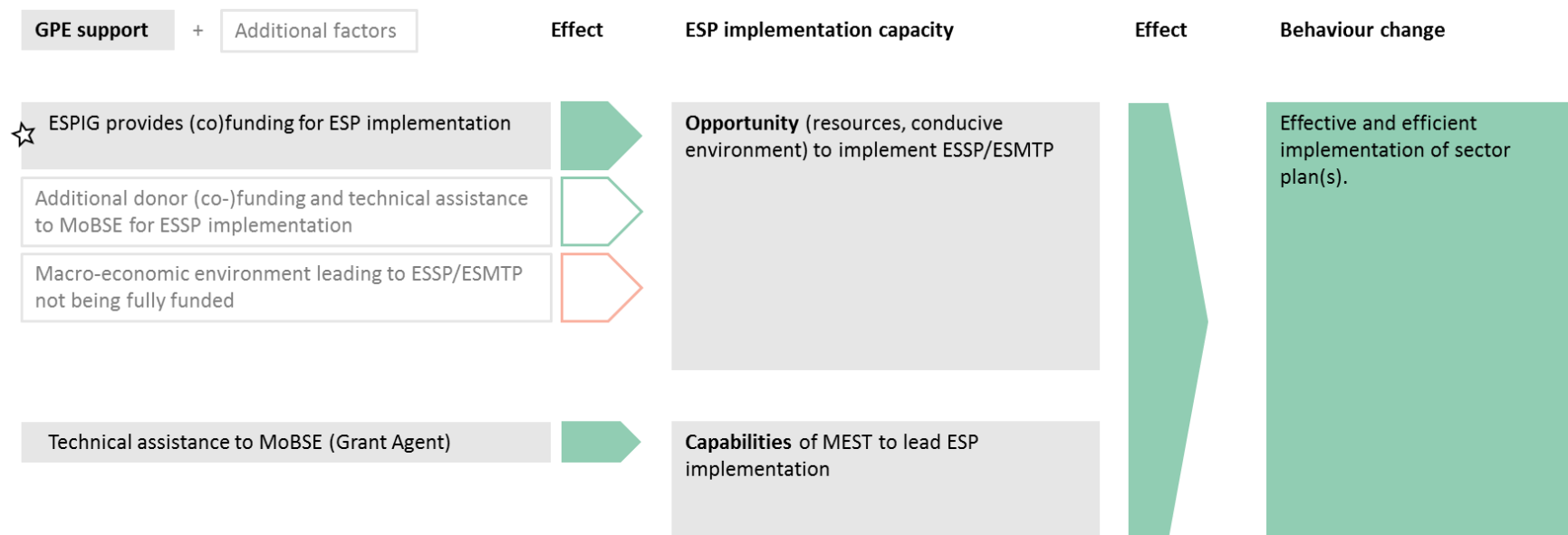


Figure viii.4 GPE contributions to ESP implementation

## Sector plan implementation



## Appendix IX ESSP 2014-2022 priorities in relation to identified sector gaps

Table ix.1 below maps ESSP 2014-2022 priorities against sector gaps as identified in the 2010/2011 Country Status Report (CSR) and during ESSP preparation based on available EMIS data at the time. Where applicable, footnotes link ESSP priorities to GPE Strategic Goals as outlined in the 2012-2015 GPE strategic plan as the document in place at the time of developing the ESSP.<sup>262</sup>

**Table ix.1** *Gaps in The Gambian education sector and ESSP 2014-2022 response*

SECTOR GAPS NOTED IN 2010/11 COUNTRY STATUS REPORT <sup>263</sup> AND IN 2014-2022 ESP <sup>264</sup>	RELEVANT ESSP 2014-2022/ESMTP 2014-2017 RESULTS AREAS (KEY DELIVERABLES)
<p><b>Access and Equity<sup>265</sup></b></p> <p><b>GER at basic and secondary levels is stagnant</b>, enrollment numbers increasing at the same rate as the school-aged population. In the period from 2004 to 2012 there was a 21 percent increase in enrolment (from 267,870 to 324,775 students) in lower and upper basic education. However, this growth was matched by the growth of the school age population, leaving the GER almost static.</p>	<ul style="list-style-type: none"> <li>• Schools, skills centers, tertiary and higher education environment conducive for teaching and learning</li> <li>• Increased learning opportunities in basic and secondary on one hand and tertiary and higher education institutions on the other</li> </ul>

<sup>262</sup> The GPE strategic plan 2012-2015 contained four strategic goals: 1. Access for all; 2. Learning for all; 3. Reaching every child; 4. Building for the future (national systems have capacity and integrity to deliver, support and assess quality education for all). The document is available at: <https://www.globalpartnership.org/content/strategic-plan-2012-2015>.

<sup>263</sup> <http://documents.worldbank.org/curated/en/284581468032133072/pdf/658320ESW0WHIT0ountry0status0report.pdf>

<sup>264</sup> Based on analysis of progress made from 2006 baseline towards 2012 targets of the 2006-2015 ESSP.

<sup>265</sup> Relevant in view of GPE 2012-2015 Strategic Goals 1 (Access for all) and 3 (Reaching every child).

SECTOR GAPS NOTED IN 2010/11 COUNTRY STATUS REPORT <sup>263</sup> AND IN 2014-2022 ESP <sup>264</sup>	RELEVANT ESSP 2014-2022/ESMTP 2014-2017 RESULTS AREAS (KEY DELIVERABLES)
<p><b>Out-of-school children represented 31.6 percent</b> of the group aged 7-15 years in 2010, most of whom (29.1 percent) have never attended school.</p> <p>According to the CSR, the main reasons declared by households for children being out of school are religious (48 percent of cases), the cost (26 percent), and being too young (13 percent).</p> <p>The 2014-2022 ESSP cites a more recent study conducted in 2013, which found that the factors most reported by families were the <b>cost</b> of access (46 percent), the <b>distance</b> to school (15 percent), work and family activities (7 percent), and attendance at daara/majali (7 percent). The costs include the informal school levies and participation costs such as uniform, shoes, school bag and lunch.</p>	<ul style="list-style-type: none"> <li>• Children/Students adequately prepared for teaching and learning</li> <li>• Retention and performance of teaching staff improved</li> <li>• Retention of female students across all levels of education improved</li> <li>• Access to all levels of education and training for children with disabilities improved</li> <li>• A nationally-owned school feeding program developed and implemented</li> <li>• Out-of-school children provided with an alternative form of education through a conditional cash transfer (CCT) scheme</li> <li>• All levies in public schools abolished in favor of grants</li> </ul>
<p><b>Quality and Relevance</b><sup>266</sup></p>	
<p><b>Low learning outcomes.</b> In the Early Grade Reading Assessment (EGRA), The Gambian scores are comparatively very low.</p> <p>In the National Assessment Test, few students reached the minimum requirements. In NAT 2012 the average score in English was 42 percent in grade 3 and 45 percent in grade 5. In mathematics the scores were 37 and 42 respectively. Success rates varied between 45.7 percent for Grade 5 social studies, and 19.5 percent for Grade 3 English. In addition to English, the situation is particularly worrying in Grade 5 math and sciences, with average success rates of just 20 percent.</p> <p>At GABECE (the Grade 9 exam for senior secondary admission), 76 percent of candidates failed to obtain a credit in any of the 4 core subjects, and only four percent achieved a credit in all four. Results are poorest in math, with only seven percent of candidates obtaining a credit</p>	<ul style="list-style-type: none"> <li>• Relevant and up to date curriculum for basic and secondary education operational</li> <li>• Relevant and up to date TVET programs operational;</li> <li>• The literacy and numeracy skills of early graders improved through ELINL and, Early Grade Numeracy Program (EGNP)</li> <li>• Effective and efficient school management</li> <li>• An effective monitoring and assessment system implemented to support teaching &amp; learning</li> <li>• A comprehensive life skills education, school health and nutrition program, including school sports implemented</li> <li>• An effective higher education quality assurance developed and implemented</li> </ul>

<sup>266</sup> Relevant in view of GPE 2012-2015 Strategic Goal 2: Learning for all.

SECTOR GAPS NOTED IN 2010/11 COUNTRY STATUS REPORT <sup>263</sup> AND IN 2014-2022 ESP <sup>264</sup>	RELEVANT ESSP 2014-2022/ESMTP 2014-2017 RESULTS AREAS (KEY DELIVERABLES)
<p>The <b>primary completion rate</b> in 2012 (to grade 6) was 72.7 percent, (boys 74 percent and girls 71 percent) and thus <b>below the envisaged target of 80 percent</b>. The survival profile indicates that out of 100 children who enter Grade 1, only 75 reach Grade 6, and 60 reach Grade 9. This underlines the importance of addressing <b>dropout</b>.</p>	<ul style="list-style-type: none"> <li>Highly qualified staff motivated and retained</li> </ul>
<p><b>Student-textbook ratio has not improved as targeted</b> between 2004-2012</p>	<ul style="list-style-type: none"> <li>Adequate quality and quantity of teaching and learning materials made available for all levels of education &amp; training</li> </ul>
<p><b>Teacher quality:</b> more efforts are needed to improve the quality of the teacher training program to be consistent with reforms in literacy introduced in the school system. More efforts need to focus more on relevant subject content knowledge, pedagogic skills, ICT competencies, and professional values and attitudes</p>	<ul style="list-style-type: none"> <li>Highly qualified staff motivated and retained (including through: Improving teacher training; Strengthening teachers' competencies in pedagogical and content knowledge;</li> <li>An effective monitoring and assessment system implemented to support teaching &amp; learning</li> </ul>
<p><b>ICT in schools.</b> In 2012, there was a national internet penetration of only 2.5 percent. The biggest constraints at school level are that the absorptive capacity is low as the infrastructure, especially electricity, is poor (more than 25 percent of public schools have no power and more than 80 percent have no internet) and teachers are not trained in the use of ICT.</p>	<ul style="list-style-type: none"> <li>Adequate quality and quantity of teaching and learning materials made available for all levels of education &amp; promoting the use of new technology in schools.</li> </ul>
<p><b>Sector Management<sup>267</sup></b></p>	
<p><b>Resource Mobilization:</b> Mobilizing sufficient resources for both recurrent and development purposes is an issue that continues to challenge the education sector due mainly to the fact that the education sector is supported by only a small number of donors with a critical external financing.</p>	<ul style="list-style-type: none"> <li>Effective financial planning and management ensured</li> <li>MoBSE and MoHERST will establish mechanisms to attract funding from more donor partners. MoBSE and MoHERST will also look internally to intensify resource mobilization by prevailing upon Government to continue to increase budget commitment for both recurrent and development expenditure in education and training.</li> </ul>

<sup>267</sup> Relevant in view of GPE 2012-2015 Strategic Goal 4. Building for the future.

## Appendix X ESSP 2014-2022 priorities supported through the READ project

Table x.1 illustrates which ESSP 2014-2022 priorities the READ project's main components were relevant to.

**Table x.1** *READ components mapped against ESSP priorities*

ESSP 2014-2022 RESULTS AREAS (MAIN DELIVERABLES)		READ COMPONENTS		
		COMPONENT 1. INCREASE ACCESS TO BASIC EDUCATION	COMPONENT 2. IMPROVING QUALITY OF TEACHING AND LEARNING	COMPONENT 3. TECHNICAL AND INSTITUTIONAL SUPPORT
<b>Program Area 1. Access and Equity</b>				
1	Schools, skills centers, tertiary and higher education environment conducive for teaching and learning	✓		
2	Increased learning opportunities in basic and secondary on one hand and tertiary and higher education institutions on the other	✓		
3	Children/Students adequately prepared for teaching and learning	✓		
4	Access to adult learning courses increased			
5	Access to TVET programs, particularly in deprived areas increased			
6	Retention and performance of teaching staff improved	✓		
7	Retention of female students across all levels of education improved			
8	Access to all levels of education and training for children with disabilities improved			
9	A nationally-owned school feeding program developed and implemented			



ESSP 2014-2022 RESULTS AREAS (MAIN DELIVERABLES)		READ COMPONENTS		
		COMPONENT 1. INCREASE ACCESS TO BASIC EDUCATION	COMPONENT 2. IMPROVING QUALITY OF TEACHING AND LEARNING	COMPONENT 3. TECHNICAL AND INSTITUTIONAL SUPPORT
10	Out-of-school children provided with an alternative form of education through a conditional cash transfer (CCT) scheme	✓		
11	All levies in public schools abolished in favor of grants	✓		
<b>Program Area 2 Quality and Relevance</b>				
1	Adequate quality and quantity of teaching and learning materials made available for all levels of education & training		✓	
2	Relevant and up to date curriculum for basic and secondary education operational			
3	Relevant and up to date TVET programs operational;			
4	The literacy and numeracy skills of early graders improved through ELINL and, Early Grade Numeracy Program (EGNP)		✓	
5	Highly qualified staff motivated and retained		✓	
6	Effective and efficient school management		✓	
7	An effective monitoring and assessment system implemented to support teaching & learning			✓
8	A comprehensive life skills education, school health and nutrition program, including school sports implemented			
9	An effective higher education quality assurance developed and implemented			

ESSP 2014-2022 RESULTS AREAS (MAIN DELIVERABLES)		READ COMPONENTS		
		COMPONENT 1. INCREASE ACCESS TO BASIC EDUCATION	COMPONENT 2. IMPROVING QUALITY OF TEACHING AND LEARNING	COMPONENT 3. TECHNICAL AND INSTITUTIONAL SUPPORT
<b>Program Area 5 Sector Management<sup>268</sup></b>				
1	A comprehensive policy agenda and framework developed and implemented			
2	Effective financial planning and management ensured			
3	Effective education management information system developed and implemented			✓
4	Effective planning, development and management of human resources ensured			
5	Effective monitoring and evaluation of the implementation of the education policy and strategic plan ensured			
6	An effective and efficient regulatory mechanism for public and private TVET, tertiary and higher education institutions ensured			
7	A successful implementation of the integration of the UTG, MDI, GTTI & GC achieved			
8	Partnerships to mobilize political and financial commitment promoted, coordinated and strengthened			

<sup>268</sup> Program areas 3 and 4 focus on higher education and are therefore not taken into consideration in this evaluation given the Global Partnership for Education's focus on Basic Education.

## Appendix XI Contributions of the READ project to ESMTF 2014-2017 implementation

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTF 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
<b>1. Increase access to basic education</b>			<b>Access and equity</b>
<b>1.1 School construction</b>	<p>Construction of 40 multi-grade schools (80 classrooms) at the primary level and water points in remote areas, which do not have a lower basic school within 3 kilometers. Finalization of 36 urban classrooms.</p> <p>By January 2018, the construction of the two additional schools, with 2 Lower Basic School classrooms each, was 40 percent complete and expected to be fully completed by project close. The percentage of communities with more than 3 km to the nearest lower basic school in Region 3,4,5,6 has dropped from 17 percent (baseline in 2013) to 12.5</p>	<p><i>MET (SURPASSED)</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>Financing the construction of 40 multi-grade schools (80 classrooms) and water points in remote areas, which do not have a lower basic school within 3 kilometers, reducing the number of unserved communities to about 239 (i.e., 14 percent) and accommodating 3,200 students. Once, the initial target was met, two additional schools were added, raising the total number of planned classroom constructions to 84.</li> </ul>	<p>Construction and furnishing of</p> <ul style="list-style-type: none"> <li>1,031 classrooms for LBS (11.7 percent met through READ contribution.)</li> <li>560 classrooms for UBS</li> <li>1,148 classrooms for SSS</li> <li>25 boreholes with solar pumps sunk</li> <li>15 wells fitted with pumps sunk</li> </ul>

<sup>269</sup> Sources: World Bank READ implementation progress reports from June 2014, December 2014, June 2015, December 2015, June 2016, December 2016, June 2017, January 2018; World Bank Project Appraisal Document for new Gambia Education Sector Support Program, August 2017.

<sup>270</sup> Sources: World Bank READ implementation progress reports from June 2014, December 2014, June 2015, December 2015, June 2016, December 2016, June 2017, January 2018; World Bank (2014) Project Appraisal Document Results for Education Achievement and Development Project (READ), February 2014.

<sup>271</sup> 2014-2017 Education Sector Medium Term Plan.

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTMP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
	percent, thereby surpassing the initial target of 14 percent.	<ul style="list-style-type: none"> <li>Finalizing the construction of 36 urban classrooms.</li> </ul>	
<b>1.2 Design, production and supply of donkey carts</b>	Provision of 100 donkey carts using a lighter design than had been introduced under the ESSP I to provide transportation for approximately 2,000 ECD and early grade students who find the 3km walk to school difficult. <sup>272</sup>	<p><i>MET</i></p> <p><i>Target:</i> Financing approximately 100 redesigned donkey carts to benefit 800 early grade students and the Government covering the costs of the donkeys.</p>	Provision of 100 donkey carts. <b>(100 percent MET through READ contribution)</b>
<b>1.3 Early Childhood Development</b>	Supported the training of community-based facilitators, <sup>273</sup> the development and dissemination of learning materials, as well as facilitator supervision and monitoring. Also, READ financed the construction of 29 ECD classrooms (attached to or next to 29 multi-grade classrooms) and conducted an impact evaluation comparing community based and annexed ECD classrooms. <sup>274</sup>  An ECD monitoring tool was developed. Approximately 55 percent progress was achieved on the 27 ECD classrooms as of	<p><i>MOSTLY MET (expected to be fully met upon project completion)</i></p> <p><i>Target:</i> Supporting the</p> <ul style="list-style-type: none"> <li>Training of facilitator volunteers and develop a program to prepare them to gain access to ECD certification under the PTC program at The Gambia College</li> <li>Provision of teaching and learning materials</li> <li>Follow-up data collection as part of an existing impact evaluation</li> <li>Development of an ECD monitoring tool</li> </ul>	Increased access to all models of ECD (private for the urban & peri-urban areas and community-based and annexation for rural settings) by: <ul style="list-style-type: none"> <li>Constructing and furnishing 40 ECD sheds (READ target changed alongside policy shift from MoBSE)</li> <li>Training 40 new facilitators (supported by READ but no information on actual numbers)</li> <li>Developing programs to prepare the facilitators to access PTC (ECD)</li> </ul>

<sup>272</sup> The Government of The Gambia covered the costs of donkeys, while the READ project financed the carts.

<sup>273</sup> Available document do not specify the number of facilitators trained.

<sup>274</sup> The evaluation showed better learning outcome in the annexed approach, likely due to fewer contact hours and less training for community-based teachers. However, going forward the government has decided to pursue a blended approach, using both community based and annexed approaches, in order to rapidly expand affordable early childhood programs in a larger number of communities. Source: PAD Gambia Education Support Project (2017).

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTMP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
	<p>January 2018. As for 2 new Multi-grade schools with ECD centers, work was assessed as 40 percent completed, with materials on site and completion expected by early February 2018.</p>	<ul style="list-style-type: none"> <li>Original target foresaw the building of 40 ECD structures (20 ECD sheds for BFCI+ and 20 sheds for community based ECD) under the project. A policy shift from MoBSE towards increased access as well as high quality ECD education in country led to a revision to support the construction of two multi-grade Lower Basic School (LBS) with two classrooms for grades 1–6, an ECD classroom, as well as staff quarters and a toilet block in each school instead. Additional Financing through the Early Learning Partnership (ELP) trust fund was secured to leverage the existing infrastructure of approximately 27 out of 40 constructed multi-grade schools by adding a separate ECD center.</li> </ul>	<p>certification</p> <ul style="list-style-type: none"> <li>Training 90 facilitators in BFCI+<sup>275</sup> and ECD sheds</li> <li>Procuring and distributing teaching &amp; learning materials to 130 ECD sheds</li> </ul>
<p><b>1.4 School grants</b></p>	<p>READ financed grants and stationary kits to 77 UBS schools in regions 3-6 while the government financed sub-grants to the remaining UBS schools and to all public LBS schools.</p> <p>All activities associated with the sub-component are complete. A total of 46,731 stationary packages were provided to students in lower basic schools in</p>	<p><i>MET</i></p> <p><i>Target:</i></p> <p>Providing schools with a grant based on student enrollment numbers to substitute for formal and informal fees.</p> <ul style="list-style-type: none"> <li>At lower basic level, the Government will finance the sub-grants for all 517 schools and prohibit all formal and informal fees and levies.</li> </ul>	<p>The abolishment of all forms of levies in public lower basic, upper basic and secondary schools, as well as the provision of grants to public and grant-aided schools to be affected annually based on an enrolment determinant of GMD100 per student for the lower basic schools in non-hardship areas and GMD150 for schools located in designated hardship areas, GMD575 for the upper basic and GMD1000</p>

<sup>275</sup> The Baby Friendly Community Initiative (BFCI) was a comprehensive health and nutrition program introduced in 1995 by the National Nutrition Agency and the Ministry of Basic and Secondary Education and implemented in Regions 2 and 6. A more enriched version of the program BFCI+ included early cognitive stimulation for children ages 0-3.

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTMP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
	hardship areas.	<ul style="list-style-type: none"> <li>At the upper basic level, the fees and charges for the 2013/14 school year will be capped at D575 (or US\$17 equivalent), and in 2014/15 school year charges will be abolished and substituted by the school sub-grants. READ will finance sub-grants for 77 upper basic schools in regions 3-6, and the Government will finance sub-grants for the 90 schools in regions 1 and 2.</li> </ul> <p>Providing 36,500 stationary packages to students in lower basic level schools in hardship areas.</p>	<p>for the secondary schools. School grants to be provided to:</p> <ul style="list-style-type: none"> <li>177 public upper basic &amp; basic cycle schools (<b>43 percent of this target met through READ contribution</b>), 406 public lower basic schools, and 44 public senior secondary schools</li> <li>197,743 public lower basic students, 74,128 public upper basic school students, 33,454 public senior secondary school students</li> <li>Procuring and distributing 6,000 notebook, pens, pencils, and erasers to lower basic students in hardship areas in regions 3 – 6 (<b>READ contribution exceeded 100 percent of this target</b>)</li> </ul>
<b>2. Improve quality of teaching and learning</b>			<b>Quality and Relevance</b>
<b>2.1 Enhancing teacher training</b>	<p>In collaboration with The Gambia college, the restructuring of the primary teacher certification (PTC) and higher teacher certificate (HTC) including the redesign of the program and development of a professional examination.</p> <p>The development of a Professional Examination expected to be realized under the subsequent project starting in 2018. The framework has been established, however the full set of curricular materials needs to be reviewed by the external agency as a part of the externally reviewed end-of-year examination.</p>	<p><i>PARTLY MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>Review of existing content, assessments and standards of teacher trainings</li> <li>Redesigning the teacher training program to focus more strongly on relevant subject content knowledge, pedagogical skills, the teaching of reading, relevant use of ICT, and professional attitudes and values</li> <li>The development of a Professional Examination.</li> </ul>	<ul style="list-style-type: none"> <li>Supporting the HTC and PTC training programs both in coverage and delivery</li> <li>Reforming teacher training programs (<b>100 percent READ contribution</b>)</li> <li>Conducting an impact assessment on the new paradigm on PTC and former HTC graduates to inform curricular review at the teacher training college</li> <li>Developing an ICT competency framework for teachers implemented to support ICT in education</li> <li>Training more teachers at degree levels during the period to initiate the upgrading of teachers from certificate and diploma qualification levels. Also,</li> </ul>

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTMP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
			MoHERST will continue to conduct studies on factors relating to teacher effectiveness and recommend possible adjustments in the area of teaching and learning.
<b>2.2 Stipends for teacher students</b>	READ provided teacher trainee stipends to attract school leavers to advanced teacher training with additional incentives for those in mathematics (1600 HTC and 700 PTC). Teacher students received GMD150 monthly from the READ project and Mathematics HTC trainees received additional GMD 400 monthly.	<p><i>MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>• Providing Student Teacher Stipends of GMD150 to approximately 1,600 HTC students per year and 700 PTC students.</li> <li>• To provide additional incentives, those enrolling in mathematics (estimated at 260/annually) will benefit from an additional monthly GMD400.</li> </ul>	<ul style="list-style-type: none"> <li>• Providing 700 PTC teacher trainees with monthly stipend of 150 GMD based on the system used in 2013/14 (<b>100 percent READ contribution</b>)</li> <li>• Providing 250 Math HTC an additional GMD200 per trainee per month. (<b>100 percent READ contribution</b>)</li> <li>• 1,600 HTC teacher trainees annually including HTC primary (<b>100 percent READ contribution</b>)</li> </ul>
<b>2.3 Hardship allowances</b>	The project paid for hardship allowances for 1800 LBS teachers in remote areas including additional incentives for female teachers.	<p><i>MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>• Financing the hardship scheme for approximately 1,300 lower basic teachers annually.</li> <li>• Financing the hardship allowance scheme for approximately 200 upper basic teachers.</li> </ul>	<p>Hardship allowances to be provided to:</p> <ul style="list-style-type: none"> <li>• 1,400 lower basic teachers (100 percent READ contribution)</li> <li>• 300 upper basic teachers (target exceeded – 100 percent GoG financed)</li> </ul>
<b>2.4 Extended teacher continuing professional development</b>	Three cohorts of teachers trained in English and Mathematics. 1 <sup>st</sup> cohort: 3,000 LBS teachers with 130 days of training over 3 years; 2 <sup>nd</sup> cohort: 1,000 LBS teachers with 70 days of training, 3 <sup>rd</sup> cohort: 1391 teachers with 30 days of training done and 20 more days were provided to close the training.	<p><i>MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>• Delivering a demand driven range of in-service professional development courses, with formal assessments, for up to 4,000 lower basic teachers (about 1,000/year).</li> </ul>	<ul style="list-style-type: none"> <li>• Providing structured and well-coordinated continuous professional development (CPD) to 1,000 teachers annually (<b>100 percent READ contribution</b>)</li> </ul>

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTTP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
<p><b>2.5 Classroom observation tool</b></p>	<p>Development of a simple classroom observation tool used by head teachers, cluster monitors and Standards and Quality Assurance Directorate (SQAD) including requisite training.</p> <p>The classroom observation tool has been under continuous implementation for some time. In November 2016, an evaluative survey was undertaken of approximately 15 percent of schools in each region (and 510 teachers) were included in the survey.</p>	<p><i>MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>• The development, piloting and validation of a teacher observation tool</li> <li>• Training of head teachers, cluster monitors, SQAD officers, Gambia College lecturers</li> <li>• An evaluation of the impact of the tool.</li> </ul>	<ul style="list-style-type: none"> <li>• Developing a classroom observation tool <b>(100 percent READ contribution)</b></li> <li>• Observing 100 percent (4,900) teachers through the monitoring tool <b>(10 percent READ contribution)</b></li> </ul>
<p><b>2.6 Early Literacy in National Language</b></p>	<p>Creation of The Gambia Reads reading program (biliteracy programming consisting of national languages and English).</p> <p>Early grade textbooks revised and leveled readers developed, with teacher guides and training manuals to follow by project close.</p> <p>LBS teachers teaching Grades 1 -3 had received training on the integrated reading strategy. Reading curriculum guidelines were developed by the Directorate of Curriculum at MOBSE based on evaluation results of early reading strategies.</p>	<p><i>Probably MET<sup>276</sup></i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>• Supporting a study that will evaluate the early reading programs to gauge good practices with the objective to develop a reading curriculum guideline.</li> <li>• Training about 300 teachers per year</li> <li>• In the non-Early Literacy in National Language schools, support Government's efforts in training current teachers in grades 1-3 (about 325 teachers a year) in reading skills</li> <li>• Development of reading materials, provision of supplementary readers and library books,</li> </ul>	<ul style="list-style-type: none"> <li>• Training 300 teachers in grades 1-3 in 108 schools in reading abilities annually</li> <li>• Training 325 teachers in grades 1 -3 in reading practices and material development</li> <li>• Material development and lesson plans for grade 1-3 teachers</li> <li>• Regular monitoring of schools to assess progress in student reading over time</li> </ul> <p><b>(Some READ contribution but insufficient data to quantify)</b></p>

<sup>276</sup> Available READ progress reports and stakeholder consultations provided no details on the exact number of teachers trained under this sub-component. However, as reports also did not indicate shortfalls or gaps, it appears likely that the envisaged targets were met.



READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTMP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
		<ul style="list-style-type: none"> <li>Engaging in regular monitoring of schools to assess progress in student reading over time.</li> </ul>	
<b>2.7 Conditional cash transfers (CCT) to Koranic Schools</b>	<p>The CCT scheme had been piloted under the previous ESSP 2006-2015<sup>277</sup> to serve a segment of the population whose option for education is neither conventional nor madrassah education. 1,053 children have been enrolled in 12 centers each of which is headed by a religious leader under whose custody the children are placed by their parents to be taught the teachings of Islam.</p> <p>The heads of the targeted majalis receive a monthly subsidy on the condition that the children are released to receive instruction in literacy, numeracy and life skills from identified and trained facilitators. Also, the religious leaders have to commit to not sending the children out to beg for money. Under the READ project, the initiative was scaled up to include 17 centers. In addition, an evaluation of the CCT scheme was carried out in the summer of 2017.</p>	<p><i>MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>Supporting the costs of cash transfers (GMD100/pupil/month) for about 1,500 pupils, the costs of about 34 literacy and numeracy facilitators, development, multiplication of teaching and learning materials, and recruitment of a consultant to conduct the evaluation of the program.</li> <li>Pending the results, the READ project will finance the scale up in as many as 17 daaras in year 3 (an additional 5 from the current 12) during the project period.</li> </ul>	<p>The CCT had been introduced under the pilot scheme with 12 centers with a total enrolment of 1,053 and 21 facilitators across six educational regions. During the period of the MTP, the initiative will be scaled up:</p> <ul style="list-style-type: none"> <li>Supporting 17 daaras/majalis with 100 GMD/pupil/months and a total of 1,500 pupils (<b>100 percent READ contribution</b>)</li> <li>Providing costs of approx. 34 literacy and numeracy facilitators (<b>100 percent READ contribution</b>)</li> <li>Developing, reproducing and distributing reaching and learning material to 17 daaras (<b>100 percent READ contribution</b>)</li> </ul>
<b>2.8 LEARNET</b>	<ul style="list-style-type: none"> <li>Learn, Education, Activities, and Resources Network (LEARNET). The model was meant to strengthen ICT enabled innovations for school</li> </ul>	<p><i>PARTLY MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>The provision of broadband and</li> </ul>	<ul style="list-style-type: none"> <li>Implementation of the program under the READ project entitled LEARNET to address among others, the lack of education resources in schools and</li> </ul>

<sup>277</sup> and had been supported by the FTI grant 2009-2013.

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTMP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
	<p>management, generate e-content and improve quality of teaching using technology through a PPP (including broadband access, local area network, etc.). The approach was ambitious, and the private sector partnership never came to fruition to assist with high capital costs (broadband, renewable energy, etc.).</p> <ul style="list-style-type: none"> <li>The project did manage to pilot the PSI-PMI approach which uses an interactive technology supported teaching method and install requisite solar panels on a pilot set of schools, but not along the scale or with the same connectivity as initially proposed.</li> </ul> <p>Training of classroom teachers on Chemistry, Biology and Algebra 2 were completed in April 2014. Regarding the development of digital materials of English of Art (ELA), grades 7 and 10 materials have been developed. Grades 8 and 11, 9 and 12 were still under way. 24 public UBS and SSS schools were installed with solar power.</p>	<p>curriculum-linked dynamic e-content to public schools through a Public-Private Partnership initiative for ICT integration in learning and teaching. Implementation was planned to place in two phases, covering 147 schools (all schools that are public and are SSS and/or UBS). Since initial set-up costs and recurrent costs of broadband are extremely expensive and would not be sustainable, it was decided that the provision of broadband would be dropped. Instead, the project will provide</p> <ul style="list-style-type: none"> <li>solar electricity to 24 public UBS and SSS</li> <li>training to teachers on the remaining subjects from the Progressive Science Initiative and Progressive Math Initiative (PSI-PMI) pilot program. Also, the New Jersey Center of Teaching (NJCTL) is currently developing the digital content for Grades 7-12 English, Math and Science, which is progressing very well.</li> </ul>	<p>teachers' under-developed classroom practices. Accordingly, READ will leverage growing telecommunications assets, particularly ACE cable-linked broadband to develop a learning network extendable to all 147 senior secondary and upper basic public schools in the country.</p> <p><b>(Target was abandoned under the READ project)</b></p> <ul style="list-style-type: none"> <li>Scaling up of the pilot program on the use of problem solving approaches in the teaching of mathematics and physics in senior secondary schools</li> <li>Purchase of broadband width for internet connection for 447 schools</li> <li>Provision of computers to 447 public upper basic, basic cycle and senior secondary schools</li> </ul>
<b>3. Improve quality of teaching and learning</b>			<b>Sector management</b>
<b>3.1 Communications strategy</b>	Supported the development of a Basic Education Sector communication strategy. Implementation of the strategy will be supported under the follow-on project starting in 2018.	<p><i>PARTLY MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>Development and implementation of a strong communication strategy including dissemination of information, training,</li> </ul>	<ul style="list-style-type: none"> <li>Development of a communication strategy <b>(100 percent READ contribution)</b></li> </ul>

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTTP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
		outreach campaigns, and surveys.	
<b>3.2 Institutional support and capacity building</b>	Including linking NAT assessments of different years to allow for comparability of results <sup>278</sup> ; linking EMIS school level data, HR data, learning outcomes results, and regional data. READ also paid for salaries and operating costs of the MoBSE Project Coordination Unit.	<p><i>MET</i></p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>• Continuous implementation of assessments of learning outcomes (standardized and classroom based) and providing support to West Africa Examination Council (WAEC), with a focus on utilization of the results for improved teaching and learning and involvement of parents</li> <li>• Strengthening data systems by linking the EMIS school level data, Human Resources (HR) data, learning outcomes results, and other data from the regions for a more comprehensive system analysis</li> <li>• Finalizing a national qualifications framework for higher education initiated under the Third Education Sector Project, Phase 2,</li> <li>• Financing Project Coordination Unit (PCU) salaries and operating costs to coordinate the program</li> <li>• Building MOBSE and Regional staff</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring of teacher attendance by generating data on student and teacher absenteeism using mobile phone system collected regularly <b>(100 percent READ contribution)</b></li> <li>• Support technical Assistance for EMIS, Statistics and integration of the EMIS and HR data (i.e., support annual data collection, strengthening management and monitoring of the Planning, Building statistical capacities in central &amp; regional directorates Directorate and M&amp;E Unit, training MOBSE staff in statistics. <b>(100 percent READ contribution)</b></li> </ul>

<sup>278</sup> National Assessment Tests are conducted every two years for Grade 3 and 5. NAT results are comparable every 4-5 years taking into account level of difficulty and discrimination of test items. For example, for Grade 5, test results from 2012 and 2016 are comparable. For Grade 3, results from 2012 and 2017. Results cannot be compared year by year as test specifications may sometimes be different to cover different curriculum content, and as the level of difficulty may vary by year. Source: MoBSE Assessment Unit (2017): Analysis of NAT 2012 and 2016 Grade 5 Results. Slide presentation for the Joint Donor Review April 25, 2017.

READ COMPONENT	READ 2014-2018 ACHIEVEMENTS BY JANUARY 2018 <sup>269</sup>	READ TARGET (MET/NOT MET AS OF JANUARY 2018) <sup>270</sup>	RELEVANT ESMTTP 2014-2017 TARGETS (IF APPLICABLE) <sup>271</sup>
		statistical capacity through training programs, and collecting regular data on student and teacher absenteeism using mobile phone system.	

## Appendix XII Data on GPE results framework indicators

Table xii.1 GPE RF data on ESPIG Performance

GPE RF INDICATOR / EVALUATION MATRIX INDICATOR	INDICATOR VALUE
<b>RF20: ESPIG supports EMIS/learning assessment system</b>	<p><b>On EMIS: yes. - 2015, 2016</b></p> <p><b>On learning assessment system: yes- 2015-2016</b></p>
<b>RF21: Proportion of textbook purchases of ESP funded through ESPIG</b>	<p><b>Insufficient data</b></p> <p>No data found in ESA 2017, GPE RF for The Gambia, ESMTP 2014-2017 or the ESPIG progress reports.</p> <p>ESSP 2014-2022 and ESMTP 2014-2017 do not include explicit target for number of textbooks to be purchased but define a target of achieving a 1:1 pupil to textbook ratio.</p>
<b>RF 22: Proportion of teachers trained of ESP funded through ESPIG</b>	<p><b>Insufficient data</b></p> <p>Neither the GPE RF data nor other sources provide information on the total number of teachers trained under the ESP or on the proportion of these funded through the ESPIG.</p>
<b>RF 23: Proportion of classrooms built of ESP funded through ESPIG</b>	<p><b>The ESPIG co-funded READ project financed an estimated 7.5 percent of classrooms built under the ESMTP 2014-2017.</b></p> <p>According to the ESMTP 2014-2017, the GoG aimed to construct 1,031 classrooms for LBS, 560 classrooms for UBS, and 1,148 classrooms for SSS during the 2014-2017 period.</p> <p>According to the MoBSE Statistical Yearbooks from 2014/15 and 2016/2017, the number of permanent classrooms for lower basic education increased by 1,063 between 2014 and 2017. This information is, however, not broken down by school level.</p> <p>According to the June 2017 World Bank READ project progress report (p.11), the target of building or rehabilitating 80 classrooms at the primary level (i.e., 40 multi-grade schools with 2 classrooms in each school) was met. The end target was further raised to 84 classrooms. By January 2018, the construction of the two additional schools, with 2 LBS classrooms each, was 40 percent complete and expected to be fully completed by project close.</p> <p>Based on this figure, the READ project with 80 built classrooms contributed 7.5 percent to the overall increase in classrooms during the 2014-2017 period.</p>

GPE RF INDICATOR / EVALUATION MATRIX INDICATOR	INDICATOR VALUE
<b>RF 25: Progress made towards objectives/targets outlined in ESPIG agreement</b>	<p><b>Satisfactory.</b></p> <p>According to the GPE's RF 2017 data for The Gambia, the grant agent rated the ESPIG as satisfactory and marked as on track.</p> <p>While in the most recent implementation status and results report (January 2018) the WB rated overall implementation progress as only 'moderately successful', this did not reflect gaps in overall performance, but reflected that fact that at the time two main project indicators still needed to be completed.</p>

*Table xii.2 GPE RF data - System-Level*

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR THE GAMBIA
<b>RF10: increased share of public expenditure allocated to education</b>	<p><b>Deterioration.</b></p> <p>The share of public expenditure allocated to education is below 20 percent and has fallen between 2014 (14.1 percent) and 2016 (11.9 percent), GPE results framework data, 2017 collection.</p>
<b>RF11: equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools</b>	<p><b>Satisfactory level of equitable allocation of trained teachers</b></p> <p>The GPE's RF 2016 collection indicate that the R<sup>2</sup> value of the ratio of pupils to trained teachers across schools in The Gambia was at a good standing with 0.87 in 2009/2010 for primary level education. This result is above the 0.8 threshold for the desired level of equitable allocation of trained teachers to pupils across districts.</p> <p>More recent data was not available in the GPE Results Framework or other available documents.</p>
<b>RF12: improved ratios of pupils to trained teachers at the primary level</b>	<p><b>Available data sources vary, some indicate stagnation and others improvement in the ratio of pupils to trained teachers at the primary level since 2013.</b></p> <p>GPE's RF for The Gambia 2016 data indicates a primary PTTR of 44 in 2013 and 2014. In 2016, the ratio remained stable at 43.28 and above the threshold of 40. (GPE's RF for The Gambia 2017)</p> <p>However, UIS data indicates a lot of fluctuation with a PTTR of 36.13 in 2013, 44.68 in 2014, 37.14 in 2015, and 42.14 in 2016.</p> <p>The MoBSE Statistical Yearbook for 2016/2017 shows improvements since 2013: For LBS from 46 in 2013 down to 41 in 2017, and for UBS from 34 in 2013 to 24 in 2017.</p>
<b>RF13: reduced student dropout and repetition rates</b>	<p><b>Limited data shows signs of modest improvement.</b></p> <p>GPE data on the Internal Efficiency Coefficient (IEC) of The Gambia is sparse, with only one data point from 2010, therefore no comparison can be made.</p> <p>The Gambia has achieved success in lowering the dropout rate significantly over the last decades. The average dropout rate (grade 1-5) in LBS declined from 8.5 in 2010 to 4.8 in 2013 (ESA)</p> <p>Repeated years according to the ESP were projected as being static at 3 percent for lower basic and senior secondary. Upper basic expected a decrease from 3 to 1 percent between 2014 and 2017.</p>

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR THE GAMBIA
<p><b>RF14: the proportion of key education indicators the country reports to UIS</b></p>	<p><b>The Gambia is not reporting on enough key indicators.</b></p> <p>Based on data up to 2017 available on the UIS website, The Gambia is reporting on six indicators of the 12 specified indicators, of which one, primary gross intake rate, was only reported until 2016. Thus, the country is below the criteria of reporting on at least 10 of 12 indicators.</p> <p>The indicators The Gambia has not reported on include lower secondary completion rate, percentage of teacher trained at the primary and lower secondary-level, as well as the three financing indicators: public expenditure on education as percentage of GDP, expenditure on education as percentage of public expenditure and expenditure in primary education as percentage of total educational expenditure.</p>
<p><b>RF15: the existence of a learning assessment system for basic education that meets quality standards</b></p>	<p><b>Assessment system exists</b></p> <p>GPE's 2016 data on this indicator classifies The Gambia's learning assessment system as "established" and therefore as meeting quality standards</p> <p>Based on ESA 2017 data, in order to provide periodical assessment of performance, mandatory exams for grades 3, 5 and 8 (National Assessment Test or NAT) have been instituted in all schools. These exam results serve largely as indicators of performance and are intended to assess and highlight any existing issues to service providers. The end of the basic education cycle is marked by an examination (The Gambia Basic Education Certificate Examination- GABECE) in up to 10 subjects. In addition, since 2007, The Gambia has conducted EGRA and EGMA every two years for grades 1-3.</p>
<p><b>RF16:</b></p> <p><b>a) Number of endorsed ESP/TEP quality standards met by the ESP - that is, meeting at least 5 out of a possible total of 7 standards for ESPs, and at least 3 out of a possible total of 5 standards for TEPs.</b></p> <p><b>b) Does the ESP have a teaching and learning strategy meeting quality standards?</b></p> <p><b>c) Does the ESP have a strategy to respond to marginalized groups meet?</b></p> <p><b>d) Does the ESP have a strategy to improve efficiency that meets quality standards? (4/5)</b></p>	<p><b>a) The ESSP 2014-2022 and the ESSP 2016-2030 met minimum requirements</b></p> <p>The ESSP 2014-2022 met 5 out of 7 criteria. The 2016-2030 ESSP met 6 out of 7 criteria. (2014-2022/2016-2030)</p> <ol style="list-style-type: none"> <li>1. Met/Met- (overall vision- Guided by overall vision),</li> <li>2. Met/Not Met- (Strategic)</li> <li>3. Met/Met- (Holistic)</li> <li>4. Met/Met- (Evidence-based)</li> <li>5. Not Met/Met- (Achievable)</li> <li>6. Not Met/Met- (Sensitive to context)</li> <li>7. Met/Met- (Attention to disparities)</li> </ol> <p><b>b) The ESSP 2016-2030 met 3/5 quality standards (no data on ESSP 2014-2022)</b></p> <ol style="list-style-type: none"> <li>1. Not Met (Evidence-based)</li> <li>2. Met (Relevance)</li> <li>3. Met (Coherent)</li> <li>4. Met (Measurable)</li> <li>5. Not Met (Implementable)</li> </ol> <p><b>c) The ESSP 2016-2030 met 4/5 quality standards (no data on ESSP 2014-2022)</b></p> <ol style="list-style-type: none"> <li>1. Met (Evidence-based)</li> <li>2. Met (Relevance)</li> <li>3. Met (Coherent)</li> <li>4. Met (Measurable)</li> </ol>

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR THE GAMBIA
	<p>5. Not Met (Implementable)</p> <p><b>d) The ESSP 2016-2030 met 3/5 quality standards (no data on ESSP 2014-2022)</b></p> <p>1. Met (Evidence-based)</p> <p>2. Met (Relevance)</p> <p>3. Met (Coherent)</p> <p>4. Not Met (Measurable)</p> <p>5. Not Met (Implementable)</p>
<p><b>RF17: Country has a data strategy that meets quality standards to address data gaps in key outcome, service delivery and financing indicators.</b></p>	<p><b>GPE's RF for the 2016 and 2017 collections do not have information on this indicator.</b></p>
<p><b>RF18: Total number of Joint Sector Reviews (JSR), which meet quality standard- that meet at least 3 out of 5 criteria</b></p>	<p><b>The Gambia does not meet any of the JSRs criteria.</b></p> <p>According to GPE 2016 data, The Gambia does not meet any of the 5 (criteria participatory and inclusive, evidence-based, comprehensive, a monitoring instrument, anchored into an effective policy cycle) therefore not meeting the quality standard (minimum of 3). GPE 2017 data on this indicator does not report on The Gambia.</p> <p>However, data deriving from additional document review and stakeholder consultations contradicts this assessment.</p>
<p><b>RF19: Local Education Group (LEG) has representation of both Civil Society Organization(s) (CSO) and Teacher Organization(s) (TO)</b></p>	<p><b>100 percent representation</b></p> <p>According to the 2016 and 2017 GPE data, The Gambia is represented both in the Civil Society Organizations and teacher organizations</p>



Table xii.3 GPE RF data - Impact-Level

	LATEST DATA, ANY CHANGES BETWEEN BEFORE 2014 AND AFTER 2014
<b>RF1: Improved learning outcomes at primary level</b>	<p><b>Improvements in test scores seen across a variety of subjects.</b></p> <p>GPE FR 2016 data show a statistically significant increase in grade 1 and grade 3 children's scores in reading comprehension from 2007 (9.9 and 30.6) to 2009 (18.9 and 49.3) respectively. Both scores are expected to rise by 2020 to 68.4 for 1<sup>st</sup> graders and 152.15 for 3<sup>rd</sup> graders.</p> <p>Improvements in NAT scores have been seen in share of grade 3 and grade 5 students achieving mastery and achieving minimum requirements between 2011 and 2015. Based on data from the ESA 2017, in all three subjects that grade 3 students are tested, English, Math and Integrated Studies, more than half of all grade 3 students achieved the minimum requirement, compared to less than half in 2012.</p> <p>Despite slow progress in the improvement of NAT scores among grade 5 students, the percentage of students achieving mastery and the minimum requirements has improved across all four subjects, English, Math, Science and Social and Environmental Science, between 2011 and 2014. For example, in 2011 only 1 percent of grade 5 students achieved mastery of Math, while 12 percent of grade 5 students achieved such mastery in 2014. Similarly, only 18 percent of grade 5 students achieved the minimum requirements for Math in 2011, but 48 percent did in 2014.</p>
<b>RF2: More children under five years developmentally on track in health, learning and psychosocial wellbeing</b>	<p><b>Insufficient data to make an assessment.</b></p> <p>GPE's RF 2016's data on The Gambia only provided UNICEF data for 2010, when The Gambia's Early Child Development Index score was 68.1.</p>
<b>RF3: Increased number of children in school supported by GPE</b>	<p><b>Overall increase in the number of children in schools supported by GPE.</b></p> <p>The number of children in GPE-supported primary schools decreased from 46,832 students in 2015 to 20,010 in 2016. Similarly, number of children in GPE-supported secondary schools decreased from 4,591.37 in 2015 to 1,961.80 in 2016.</p> <p>GPE's 2017 data indicates an increase of primary school aged children in a GPE-supported school to 88,257 students (46,243 boys and 42,014 girls) and an increase of lower secondary school aged students to 8,652.66 students (4,533.66 boys and 4,119 girls).</p>
<b>RF4: Improved primary and lower secondary completion rates, total and by gender (using Gross Intake Ratio to the last grade of primary/lower secondary education as a proxy)</b>	<p><b>Overall increases seen in the completion rate for both sexes at the primary-level, while completion rates at the lower secondary level show decreases for boys and girls for the 2014-2017 period.</b></p> <p>According to the 2016/2017 MoBSE Statistical Yearbook, completion rates in Lower Basic Education for both sexes increased between 2014 and 2017 from 73.4 to 78.7 percent. When disaggregated along gender, data show that completion rates in primary education have improved for both boys (from 73.3 to 77.4 percent) and girls (from 73.6 to 80 percent) for the same period.</p> <p>At the Upper Basic Education level, overall completion rates have deteriorated from 64.6 in 2014 to 58.9 percent in 2017. Completion rates for boys have declined (from 66 percent in 2014 to 57.5 percent in 2017). Those for girls have slightly improved since 2010 (from 56 percent to 60 percent in 2017), yet have experienced a slight decline from 2014 values (63.3 percent). Completion rates for both genders remain below the envisaged 2016 target of 67 percent that had been outlined in the 2014-2017 ESMTF.</p>

	LATEST DATA, ANY CHANGES BETWEEN BEFORE 2014 AND AFTER 2014
<b>RF5: Improved gender equity in primary and lower secondary completion rates (measured by Gender Parity Index of completion)</b>	<p><b>Steady increase in parity, in both primary and lower secondary.</b></p> <p>Primary (UIS): The Gender Parity Index (GPI) has gradually increased over the years. From 0.78 in 1999 to 1.07 in 2016. 2013 (1.05) 2014(1.05) 2015 (1.07)</p> <p>Lower secondary (UIS): GPI has increased over the years. From 0.6 in 1999 to 1.01 in 2014.</p> <p>According to the MoBSE 2016/17 Statistical yearbook the UBS (= lower secondary) completion rate has improved from 0.96 in 2013/14 to 1.05 in 2016/17.</p>
<b>RF6: Increased pre-primary gross enrollment</b>	<p><b>Improvements in recent years.</b></p> <p>According to ESA 2017 data, the ECD GER has increased from 36.5 percent in 2013 to 45.8 percent in 2016. There were 43,000 children enrolled in 2008, 76,000 in 2013 and 100,000 in 2016. (ESA 2017, p/17)</p> <p>UIS data also indicate a GER increase from 21.12 percent in 2007, 29.9 percent in 2010, 31.29 percent in 2013, 28.31 percent in 2014 to 37.95 percent in 2015.</p>
<b>RF7: Reduced out-of-school rates, total and by gender, for children of primary school age, and children of lower secondary school age</b>	<p><b>Reduced out-of-school rates for primary and lower secondary school age</b></p> <p>Primary: The out-of-school rate for primary school-aged children across genders decreased from 2013 (31.39 percent) to 2016 (24.02 percent). The out-of-school rate for girls decreased from 29.1 percent in 2013 to 20.37 percent in 2016. Boys' out of school rates decreased from 33.65 percent in 2013 to 27.62 percent in 2016. (UIS data)</p> <p>For Lower secondary schools, between 2006-2010, there is an overall decrease across both genders (32.14 percent-22.24 percent). (Females 33.31 percent to 21.28 percent and males 30.97 percent to 23.1 percent for the same years.</p> <p>ESA 2017 show similar trends and indicate that 100,000/330,749 (30.23 percent) lower basic school aged children, and 28.9 percent of upper basic school-aged children were out-of-school in 2015.</p>

## Appendix XIII ESMTTP initiatives expected to be supported by READ project resources

READ project resources fully covered the expected costs for ten, and partly supported those for another six of 25 key implementation initiatives<sup>279</sup> for sector improvement outlined in the ESMTTP 2014-2017 cost and financing estimates.

*Table xiii.2 ESMTTP 2014-2017 implementation initiatives expected to be fully or partly supported by IDA/GPE's READ project<sup>280</sup>*

INITIATIVE	EXPECTED AVAILABLE FINANCING	PERCENTAGE EXPECTED FROM IDA/GPE READ PROJECT
Conditional cash transfers	\$216,000	100%
LBS physical facilities	\$3,020,000	100%
ECD	\$504,000	100%
Early literacy skills	\$571,000	100%
National languages	\$240,000	100%
Monitoring and supervision	\$925,000	100%
Library services	\$75,000	100%
Science and technology	\$447,000	100%
EMIS and HR	\$497,000	100%
Capacity building	\$282,000	100%
School grants	\$9,314,000	21%
Hardship allowances to teachers in remote areas	\$2,727,000	71%
Curriculum and assessment	\$1,823,000	42%
Teacher training (pre- and in-service)	\$3,131,000	77.7%
Teaching and Learning Materials	\$590,000	68.6%
Project Coordination	\$4,308,000	36.6%

<sup>279</sup> As described in section 3.2, the ESSP and the corresponding ESMTTP are slightly confusing in that they outline 31 policy priorities, 28 related (but not identical) key deliverables, as well as 25 issues (here called 'implementation initiatives') used to identify estimated budget allocations.

<sup>280</sup> Source: ESMTTP 2014-2017.